

THE RECREATION POTENTIAL OF
THE DELMARVA PENINSULA

BY

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By David Lee Rubin

Submitted to the Department of City and Regional Planning on 23 May, 1966 in partial fulfillment of the requirements for the degree of Master in City Planning.

This thesis is a plan for the development of the recreation potential of the Delmarva Peninsula, the lower counties of Delaware and the Eastern Shore of Maryland and Virginia, to meet the needs of the Megalopolitan population.

Before 1952, the Delmarva Peninsula was isolated, and no development of any kind occurred. The population was stable, with no in migration, and the attitudes were rural. The economy was sagging. Then a bridge was built across the Chesapeake Bay, and the peninsula became a recreation resource for the Baltimore and Washington areas. Ocean City and Rehoboth, the major resorts, have grown rapidly since then. In 1964, the opening of the Chesapeake Bay Bridge-Tunnel further accelerated growth.

There are presently plans for the development of a National Seashore on Assateague Island, home of the Chincoteague ponies, as well as state parks along the Chesapeake Bay, and such facilities as a causeway through the ocean and a residential complex in the Indian River Bay. There are presently difficulties with jellyfish in the Chesapeake and mosquitos in Delaware, which discourage vacationers. There is, however, a large untapped potential demand for recreation facilities.

Development of the peninsula to meet the needs of the metropolitan populus will require the provision of a number of facilities. Some of them will benefit the peninsula, but their purpose must be meeting the needs of the vacationer. The poorer vacationer must not be forgotten or excluded. The proposed development includes camping and trailer facilities, summer homes, and motels; large state parks and small public beaches; an express tollway across the peninsula, and a canal from the Chesapeake to the Sinepuxent. This development must be carefully controlled to preserve the desirability of the peninsula.

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Associate Professor of City Planning

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INTRODUCTION

Sea waves are green and wet,
But up from where they die
Lie others vaster yet
And they are brown and dry.¹

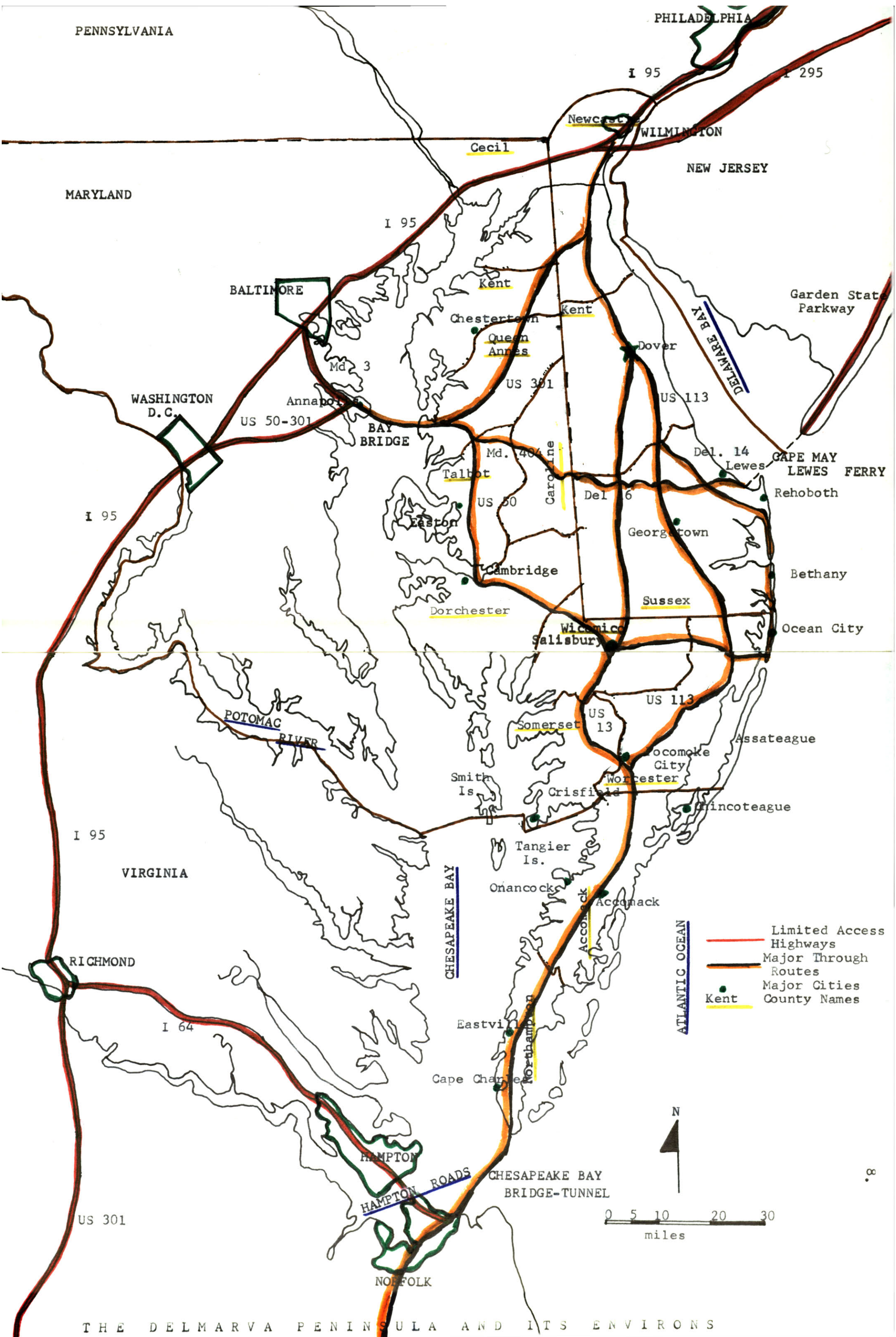
A sand dune, a barren wind blown mountain rising from the sea, is an awesome sight. It is one of the creations of nature worth preserving, worth maintaining as desolation and wind. Assateague Island is a dune, a barrier reef, protecting the shore from the destructive force of the sea with a wall of sand, exposing itself to the wind and rain, putting up a valiant struggle against the elements. Its beauty is such as to have warranted the creation of a National Seashore, for the sake of conservation. Its natural wonders include the Chincoteague ponies, roaming wild and living off the marsh grass. Its geological significance as a barrier reef alone makes preservation worth while.

Assateague National Seashore is expected to become one of the major attractions of the Delmarva Peninsula, the most untapped recreational resource on the Eastern Seaboard. Its miles of sandy beach will provide uncrowded facilities for thousands of vacationers, weekenders, and day trippers, allowing them to enjoy the sea and sand; to understand nature a little bit better; and to escape from the constant humanity that is Megalopolis.

Man has felt the need to escape from cities and their confining walls since man built cities. The Northeastern United States, Megalopolis, is surrounded by resorts, and vast areas of open space. From any of the

major cities in the Northeast, the vacationer can reach a famous resort area in less than three hours, in any direction. Boston has the mountains of Vermont, New Hampshire, and Western Massachusetts; the beaches of Cape Cod, Cape Anne, and Hampton; and the forests and lakes of Maine, all close by. Philadelphia has the Jersey coast, with Atlantic City fifty minutes to the east, and the Poconos and the Catskills to the west. New York has everything from Coney Island to Mauntauik Point within three hours, as well as Cape Cod and Atlantic City. There is only one gap in the complete circle. From Baltimore and Washington, the Blue Ridge Mountains and Shenandoah National Forest provide rugged terrain and clean fresh air, but there's no place to go swimming, no eastern beaches within easy access; or at least there wasn't before 1952.

The Delmarva Peninsula was an isolated, inaccessible and underdeveloped piece of real estate before 1952. It could be reached only from the north, coming down through Wilmington. Then they built a bridge, leading to it from across the Chesapeake Bay in Annapolis, making it two hours closer to Washington, and an hour closer to Baltimore. And the people of the Western Shore discovered the Eastern Shore for the first time since the days of Lord Calvert and William Penn. As a result of this bridge, the East Coast has a new recreational resource, not an overcrowded old vacation spot that has been overrun with affluent Americans, but an underdeveloped new spot. It's almost as if they had filled in the land fifteen years ago, at least as far as the residents of Baltimore



THE DELMARVA PENINSULA AND ITS ENVIRONS

and Washington are concerned. To the residents of Delmarva, however, things are not so bright. Suddenly, their pastoral, rural way of life is being destroyed by tourists, traffic, development, and all sorts of undesirable things. Their reaction is isolationist; they'd rather the tourist stayed elsewhere. But the growth rate of Megalopolis would not permit such an occurrence. Already, development has occurred rapidly. Ocean City, Maryland, a resort town since 1898, has turned into an "extension" of Baltimore. The beaches of Delaware are lined with homes under construction. And the cause of it all, the Chesapeake Bay Bridge, has already surpassed the predicted traffic for 1980 and is overcrowded.

In 1964, the access to Delmarva was further increased with the opening of the Chesapeake Bay Bridge-Tunnel, a \$200,000,000 project that brought Norfolk and the south an hour and a half closer to the peninsula. This has shown signs of bringing life to the Eastern Shore of Virginia, the sleepiest counties on the peninsula. Suddenly, they are discovering through traffic. At the same time the Bridge-Tunnel opened, ferries began crossing the Delaware Bay from Lewes to Cape May, New Jersey, making the trip to New York quicker and more interesting. So the sleepy peninsula of 1940, where 95% of the population was native born², is rapidly becoming a part of a world moving at a much faster pace.

What will the effect of all this be on the peninsula? Will it destroy a way of life? Will the area develop into another Jersey coast, with a summer population two orders of magnitude greater than the winter population, and

small motels charging \$30 a day? Already, the intense development of Ocean City is spreading north to the Delaware border, with much of the land less than five feet above the high water mark. Already, Route 50 looks like the wall of billboards was put up to prevent the local residents from interacting with the tourists enroute to Ocean City. The future looks grim for everybody but the real estate developers.

Delmarva represents a unique opportunity for planning. Planners are usually faced with either the opportunity to start from scratch and design a new town or develop a new region; or given somebody else's mistakes and told to correct them. Delmarva is neither. It is an area as yet barely developed, with a large existing demand. It will develop, but only fast action will prevent haphazard development. The purpose of this thesis is to bring to light the many factors presently interacting regarding the recreational resources of the peninsula, the plans already underway, the gaps in existing planning, and the possibilities for developing the peninsula. As the political aspects of the situation are far more crucial than most of the physical factors, and the three states involved have little impetus to cooperate, the feasibility of these development possibilities will be a major consideration. But the coordination of opposite extremes of opinion, to encourage and prevent development, creates many problems.

This thesis represents an attempt to view the peninsula as a national resource, and a plan to develop it into a high quality resort area to meet the needs of

the residents of Megalopolis. As any regional plan undertaken by the peninsula would represent the local interests over those of the outsider, I feel there is a need for this type of planning. When the large numbers of lower class residents of the Baltimore and Washington areas are considered, the result will be a plan less desirable to the Delmarvans, but more in keeping with the needs of Megalopolis.

In order to develop the Delmarva Peninsula in to a resort area, many specific problems must be solved. It could become one of the finest resort areas on the East Coast. It has more miles of waterfront, more sandy beach, better hunting, better fishing, and better climate than any alternative resort area north of Florida.

But first, decisions must be made regarding:

1. Which people to serve;
2. What kind of development to encourage;
3. How much development can the Delmarva economy accept;
4. How development plans should be carried out;
5. To what extent the desires of the Delmarvans should be considered.

These decisions should be made in light of the following overriding goals:

1. To provide recreational and resort facilities to meet the needs of the greatest number and range of people possible;
2. To preserve the scenic and natural wonders of the Delmarva Peninsula for future generations;
3. To conserve the wildlife and seafood resources

of the peninsula;

4. To provide economic benefit for the people of Delmarva;

5. To preserve the spheres of influence of the federal, state, and local governments.

Some of the problems that must be acted upon are already evident. Many of the major decisions are being passed on to the next guy, or handled with local interests foremost, and there is an urgent need for action. It is hoped that this thesis will provide some impetus for action, cooperation, and planning, so that the dunes of Assateague do not overlook the summertime slums across the bay.

CHAPTER TWO

Before further discussion of the potential and possibilities of the peninsula, some descriptive inventory is in order; after all, most of the people in the United States have never heard of Delmarva, and many of the residents of Wilmington have no idea of "what's down there". The term Delmarva is of recent popularity, a result of the realization at the time of the opening of the Bridge-Tunnel that there was indeed a bit of Virginia hanging down there. It is a contraction of Delaware, Maryland and Virginia. The Maryland and Virginia portions of the peninsula are also known as the Eastern Shore.

The peninsula lies between the Delaware Bay and the Chesapeake Bay, and extends down from Wilmington for 191 miles. It is fourteen miles wide at the Chesapeake and Delaware Canal, and seventy miles wide at its widest point, the southern boundary of Delaware. It narrows down to about twenty miles for the entire seventy mile length of the two Virginia counties. There are two Delaware counties and eight of Maryland's Eastern Shore as well in the 6000 square miles of land. The most important physical aspect of the peninsula is its shoreline. There are over 8000 miles of tidewater coastline. Several rivers cut the Chesapeake Bay shore into necks and islands, and the barrier reef development on the ocean shore creates a series of bays and inlets. There is nowhere on the peninsula more than ten miles from tidewater. The land is flat and sandy, except in the north, where the hills lead into Pennsylvania. There are large wooded areas,

mainly pine, but also oak, holly, and cypress.

Delmarva's population is an illustration of the isolation that the area has gone through. The population has increased by only 100% since 1880, far below the national average. This is due largely to the lack of in migration. During the late 1800's and early 1900's, millions of immigrants arrived in America, but none in Delmarva. The Delaware Department of Agriculture had this inducement for farmers during that period:

"The people of Delaware are intelligent and hospitable, broad minded and liberal, kind hearted and industrious. About one-sixth of the population is of the colored race, and the white people belong to the purest strains of Anglo-Saxon race in the United States. The tides of immigration for many years past have swept westward and left Delaware untouched, so that the people are direct descendants of the original European settlers."³

Until the development of the Dover Air Force Base, outsiders were unheard of in Dover. The inbreeding resulting from so many years of isolation caused concern during World War I, when a high incidence of feeble mindedness was noticed in draftees from Maryland's Eastern Shore.⁴ Most of the excess population has migrated to the big cities, Baltimore, Washington, and Philadelphia, and it was felt that the less ambitious were remaining.

The peninsula is densely populated, 122 people per square mile, and most of the farms are small and marginal. The urban population lives in small towns dotting the peninsula. They vary from the central city of Salisbury, a bustling town of 14,000 with industry and traffic; to Dover, the capital of Delaware and a country town of 6000; and Temperanceville, a town of less than 200, with

little besides a feed store. The society is small town, and most of the farmers identify with one town, and rarely go beyond it. Salisbury is the economic center of the peninsula, and already has the shopping centers and traffic jams of a city. It is out looking for industry, and has begun to attract the excess population from the other counties. Kent County, Delaware has already begun to attract industry, and is now the Jello capital of the world. Its population has increased 75% in the last decade, largely due to the new General Foods plant and the Air Force Base.

Negroes make up about 20% of the population, and are generally farm workers or tenant farmers, and crab pickers. They are, like the whites, descendants of the original settlers. Until recently, segregation was practiced openly on the peninsula. As recently as 1955, Rehoboth, Delaware advertised a separate beach for Negroes.⁵ The recent strides in civil rights are beginning to take effect on the peninsula, as witnessed by the racial strife in Cambridge, Maryland a few years back. This was the first time Negroes had taken the initiative to exert their will.

Seafood is the major occupation of this part of the country, and crabs, oysters, clams, and marlin are in abundance, protected by the states, and harvested from the sea by small fishing interests. The towns on the Chesapeake shore are dependent on the shell fish industry, and a fleet of fishing boats is the major asset of the town. The state seeds the oyster beds, protects the female crabs, and controls fishing. The Maryland crab beds are jealously

guarded from Virginia fishing interests. As tidewater fishing is not licensed, there is much opportunity for recreational fishing, crabbing, and oyster raking, and it is one of the favorite pastimes of vacationers on the Chesapeake Bay shore. On the Atlantic shore, it is not as easy and therefore not as common. Charter boats for deep sea fishing, and surf fishing on the beach is very popular, however. Ocean City refers to itself as the White Marlin Capital of the World, and reserves large sections of the beach for surf fishermen.

One of the problems the fishing industry creates is its conflicts with the recreational interests. The Chesapeake Bay is not good for swimming, largely due to seaweed and sea nettles (jellyfish). They cannot be eliminated without damaging the fishing industry. The Delaware wetlands must be preserved for fish breeding, even though they are far more successful at mosquito breeding. The state of Delaware is actively involved in purchasing and preserving these wetlands on the Delaware Bay, making the area undevelopable for recreation. The wildlife are also protected from the hunter in these areas. Delmarva is on the path of the largest annual waterfowl migrations, and sports hunting is very popular. The recent trend in Maryland has been toward large hunting estates, but outsiders are discouraged from hunting in Delaware.

Most of the remaining income of the peninsula is derived from agriculture. Broilers are a household word in the area around Sussex County. Day old chicks are shipped from the north and west, and kept for fourteen

P O P U L A T I O N 1 9 6 0					
	Land Area (Sq. Miles)	Number of Persons		1950-1960	
		1950	1960	Net Change	% Change
United States	-	150,697,361	179,323,175	28,625,841	18.99
Delaware	1,978	318,085	446,292	128,207	40.30
Maryland	9,874	2,343,001	3,100,689	757,688	32.34
Virginia	838,838	3,318,680	3,966,949	648,269	19.53
Kent, Del.	595	37,870	65,651	27,781	73.35
Sussex, Del.	946	61,339	73,195	11,859	19.33
Kent, Md.	284	13,667	15,481	1,804	13.19
Queen Annes, Md.	373	14,579	16,569	1,990	13.65
Talbot, Md.	279	19,248	21,578	2,330	12.11
Caroline, Md.	320	18,234	19,462	1,228	6.73
Dorchester, Md.	580	27,815	29,666	1,851	6.65
Wicomico, Md.	380	39,641	49,050	9,409	23.73
Somerset, Md.	332	20,745	19,263	-1,482	-7.14
Worcester, Md.	483	23,148	23,133	585	2.53
Accomack, Va.	470	33,832	30,635	-3,197	-9.45
Northampton, Va.	226	17,300	16,966	-334	-1.93
Total Delmarva	5,168	327,425	380,649	53,824	16.43

Source: U.S. Census of Population, 1950 and 1960.

H O U S I N G 1 9 6 0						
	# Units	Occupied	Med. Value	%Sound	%Built since '50	People/Unit
Kent, Del.	19,915	18,165	\$10,600	71.7	39.5	3.3
Sussex, Del.	29,122	22,011	9,100	65.1	23.6	3.3
Caroline, Md.	6,708	6,030	6,500	49.3	15.3	3.2
Dorchester, Md.	10,519	9,041	6,600	49.4	18.2	3.2
Kent, Md.	35,776	4,559	7,200	61.1	21.2	3.3
Queen Annes, Md.	5,901	4,901	7,300	50.9	22.8	3.4
Somerset, Md.	6,964	5,793	5,000	42.3	10.7	3.3
Talbot, Md.	7,917	6,768	8,900	65.6	20.3	3.1
Wicomico, Md.	16,020	14,640	9,000	65.5	26.0	3.3
Worcester, Md.	9,852	7,249	6,800	61.2	25.3	3.3
Accomack, Va.	11,850	9,598	5,000	43.2	19.2	3.5
Northampton, Va.	6,232	4,939	5,500	40.0	16.1	3.5
Delmarva Average			7,292			3.3

Source: U.S. Census of Housing, 1960.

	I N C O M E		and		E D U C A T I O N		
	Median Family Income	% change 1950- 1960	% Under \$3000	% Over \$10,000	Avg. Educ. Years	Less than 5 yrs.	High School Grads
Kent, Del.	\$4,939	107.5	24.5	11.1	10.5	7.7	40.0
Sussex, Del.	4,749	122.3	27.9	10.6	9.5	10.1	33.3
Caroline, Md.	3,875	82.2	37.5	35.7	8.8	11.7	30.3
Dorchester, Md.	3,845	102.8	36.3	5.6	8.2	15.6	26.4
Kent, Md.	4,036	92.0	33.0	8.3	9.0	10.7	34.2
Queen Annes, Md.	3,906	137.9	35.8	7.1	8.4	14.1	28.7
Somerset, Md.	3,379	96.6	44.7	5.6	8.2	15.8	27.4
Talbot, Md.	4,331	102.0	31.9	11.4	9.8	12.2	36.7
Wicomico, Md.	4,840	52.00	26.7	9.5	9.4	11.2	33.9
Worcester, Md.	3,721	94.2	40.2	6.9	8.5	16.6	28.9
Accomack, Va.	2,817	75.5	53.7	3.1	7.9	23.5	26.7
Northampton, Va.	2,659	89.0	56.0	3.3	8.1	23.4	28.6
Delmarva Average	3,925	96.2	37.4	7.4			
United States	5,660		21.4	15.1	10.6	8.4	41.1

Source: U.S. Census of Population, 1960.

EMPLOYMENT 1960

	Percent of Unemployment	Percent of Labor Force Employed In							
		Agricul- ture	Constr- uction	Manufa- cture	Trans.& Commun.	Trade	Finance	Educat. Service	Govern- ment
Kent, Del.	4.0	9.7	7.9	20.5	6.3	17.3	2.3	6.0	8.0
Sussex, Del	4.6	15.7	7.3	26.7	4.8	15.6	2.2	4.0	3.3
Caroline, Md.	7.2	15.9	5.5	28.2	6.1	15.2	1.6	4.7	2.8
Dorchester, Md.	13.8	8.2	5.6	31.1	3.6	13.2	1.8	2.3	2.3
Kent, Md.	5.1	18.5	7.5	18.4	4.4	16.3	1.7	5.6	3.4
Queen Annes, Md.	7.3	20.8	8.0	14.3	3.3	15.6	1.8	4.2	3.8
Somerset, Md.	11.9	12.3	8.0	24.2	4.2	17.5	1.6	5.0	3.5
Talbot, Md.	4.2	11.4	8.2	18.4	3.9	16.7	3.7	3.3	2.8
Wicomico, Md.	5.4	9.1	6.5	25.7	6.3	19.7	2.8	4.3	2.5
Worcester, Md.	6.2	17.0	6.1	21.3	3.7	18.3	2.6	3.6	3.3
Accomack, Va.	8.9	21.3	6.1	15.6	4.9	16.5	1.8	3.1	4.0
Northampton, Va.	9.8	27.9	3.3	10.3	7.7	14.9	1.3	2.9	2.5
Delmarva Average	7.4	14.2	6.6	22.5	5.0	16.5	2.2	4.1	3.7

Source: U.S. Census of Population, 1960.

A G R I C U L T U R E 1959

	% of All Land in Farms	# of Farms	Avg. Size in Acres	Avg. Value/ Acre	Avg. Value Land & Bldgs. Per Farm	Tot. Value Farm Prod. Sold (ooo)	Farm Family Level of Living Index 1959=100 1959	1950
Kent, Del.	66.2	1,533	164	\$195	\$29,263	\$17,242	103	71
Sussex, Del.	62.9	2,936	130	223	25,504	58,482	131	83
Caroline, Md.	76.5	1,177	133	152	19,419	12,263	106	64
Dorchester, Md.	42.3	729	215	161	38,918	7,360	113	72
Kent, Md.	82.5	538	279	204	53,171	18,252	129	89
Queen Annes, Md.	76.6	812	225	206	46,112	9,164	118	80
Somerset, Md.	40.3	663	129	163	20,892	11,733	106	60
Talbot, Md.	77.3	570	242	321	71,032	8,494	137	76
Wicomico, Md.	54.0	1,418	93	211	19,074	23,552	106	66
Worcester, Md.	47.5	1,098	134	161	21,686	19,021	113	62
Accomack, Va.	37.3	805	139	184	22,825	11,589	121*	65*
Northampton, Va.	46.4	370	181	231	35,198	8,163	*	*
Delmarva Average	59.1		172	201	33,592	16,276	119	72

*Combines Northampton with Accomack

Source: U.S. Census of Agriculture, 1959.

days, housed, fed, and prevented from doing anything which would injure their value. Then they are shipped out for slaughter, the finest broiler chickens in the country. The business is good, with a year round income and little risk. The land is generally used to grow chicken feed. This singular aspect of poultry farming is especially suited to the peninsula, and was an important factor in the improvement of Route 13. Due to its proximity to the markets, Delaware realizes \$50 million from its broilers annually. Fruits and vegetables are also grown in the sandy soil, at greater profit than grain. Accomack and Northampton Counties are noted for their strawberries, and also produce sweet potatoes and snap beans; large quantities of early apples and peaches are produced in Delaware; and Wicomico and Somerset Counties are noted for their tomato crops.

The business community has always centered around agriculture and seafood. Canning is of prime importance. It is an economic stabilizer, as the poor farmers send their wives to the cannery to work. Most of the Negro women on the peninsula are expert crab pickers, with tomato packing a close second. It is only recently that other industries have realized the potential of the area. General Foods has located in southern Delaware, Tidewater and Shell have expanded along the Delaware Bay, and there is talk of the development of steel mills and port facilities in Kent County, Maryland. Wholesale trade increased 62% between 1958 and 1963, largely in southern Delaware and Salisbury.⁶ Manufacturing employment increased over 100% between 1939 and 1954, mostly post war.⁷ Some areas of the

peninsula, especially the southern counties, have severe unemployment problems, however, and are trying to identify the industries to encourage. A new sweet potato plant, which packages flaked freeze-dried sweet potatoes, recently was opened in Accomack, and considered a major accomplishment.

Delmarva was one of the first parts of the United States to be settled. The English were in Northampton before they were in Plymouth. In 1631, the Dutch began a colony at Zwaanendael, near the present site of Lewes. In 1638, the Swedes and Finns arrived in Wilmington, only to be "conquered" by the Dutch. When the English captured New Amsterdam, the Dutch claims to Delaware were also lost. However, William Penn argued that Delaware was a part of the land granted to him, while Lord Baltimore claimed possession of the entire peninsula north of the Virginia line. Penn's influence in the courts won out, and the three Delaware counties were formed. They were given their own legislature and elected governor by 1776, so they became a state. As Delaware was the first to ratify the Constitution, it is known as the first state. By the end of the 18th century, the peninsula was already well populated, almost entirely with English immigrants, and further waves of immigration passed over the area for the more promising Midwest and West. The Civil War left Delmarva fairly untouched. Early in the War, Union soldiers captured the Virginia Counties to protect access to the Bay, and that was it. The industrial revolution had almost as little effect on the area. As late as the thirties, an automobile was a novelty in many parts of the peninsula.

As a result, the people of the peninsula are very provincial. Family is very important, and the right name is still a guarantee of success in politics. Names like Bayard, Saulsbury, Lloyd, Pierce and Wise are still respected for their ancestry.⁸ Of course, in a land where everybody can trace ten generations back, the newcomer is resented and distrusted. The foreigner, the non Anglo-Saxon, and the non-white are all outsiders in a very in-group society. The resident Negroes are still the subservient class, and the Virginia counties still haven't quite recovered the losses suffered when slavery was abolished. The most feared group are the big city dwellers across the bay. Their urban interest in the dollar, and their attempts to destroy the way of life of the Eastern Shore sends chills up the spines of the right thinking Delmarvan. The efforts to build a bridge across the bay, linking Delmarva with western Maryland, were fought by the Eastern Shore for twenty years. The impetus behind the Bridge-Tunnel was solely from Norfolk interests, desiring to expand the market.

Mobility on the Eastern Shore is exceptionally low. In 1940, over half the high school students in the Maryland counties could go back three generations without leaving the peninsula. Moves from one county to another were considered sufficiently major to be recorded in the newspaper.⁹ Owners of land often have no recollection of how long it has been owned. It has always been, and always will be in the family. Even trips away from home are rare, and the farthest most people get is to Baltimore. The major reason for these trips is to visit relatives,

thereby avoiding contact with big city demons anyhow.¹⁰

The small town society creates a very interesting and difficult political situation. In all three states, there is an overriding concern for the Eastern Shore way of life and its preservation, expressed vocally by the local politicians. But the influence of these politicians varies greatly. In Delaware, the southern two counties are the ruling group, and the status quo is preserved from all onslaughts; all, that is, except those made by the DuPont family, who step in occasionally to bring the peons up to date. Conservation, zoning laws, state parks, good schools, and highway construction were all the result of DuPont intervention. Little attempt has been made, however, on the part of the residents to encourage growth until recently. The second largest city in the state has 7500 people in it, and it seems quietly content. The great efforts of the Board of Game and Fish Commissioners is not the encouragement and control of recreational hunting and fishing, but the preservation of fish and wildlife. A purposely high fee is charged for out of state fishing and hunting licenses, to discourage people from coming to Delaware.

The Eastern Shore of Virginia also has little trouble maintaining its status quo. As Accomack and Northampton Counties contain 1% of the state's population, and are separated by 17.6 miles of ocean from the rest of the state, they are even forgotten on maps. Their major difficulty is changing the status quo, which is in pretty poor shape. Over half the population earns less than \$3,000 a year, and unemployment is high. The area is

losing population, and the education level of those remaining is low. They have difficulty obtaining their 1% share of state funds for schools, roads, and other public improvements. Although the Bridge-Tunnel was started in 1960, and built on the assumption that Route 13 would be widened to four lanes, some of that is still in the planning stages. During this period, I 95 has been built from Richmond to Washington, tying up most of the state's highway funds. Attempts by the Eastern Shoremen to obtain funds for state parks on some of the undeveloped islands along the coast have failed, due to indifference in the House of Burgesses. The state boundary here is one of the most foolish in the country. Even though freight from elsewhere to the Eastern Shore must be marked "via Salisbury, Maryland", they are governed by people in Richmond who are unaware of their existence.

Maryland has the most complicated political situation of the three. Until the close of the present legislative session, Maryland has a poorly apportioned House of Delegates. The Eastern Shore is a very powerful bloc of legislators, who successfully blocked the attempts to build a Bay Bridge for twenty years, succeeded in making it a toll facility, and are still blocking the second crossing. They have practically conceded this point in the face of reapportionment. As the new legislature will be controlled by the urban interests of Baltimore and Washington, many proposals are already on the boards, to develop the Eastern Shore both industrially and recreationally. These proposals are presently being bartered with Delmarva legislators, in exchange for judgeships and pensions.

Were it up to the Baltimore legislators, the "way of life" of the Eastern Shoremen would be completely eradicated by 1970. The development in Kent County will resemble the industrial suburbs of Baltimore. Assateague State Park will recieve its funds and develop quickly. Other sections of the coast will fall into the hands of state agencies. And the accessibility will very probably be quadrupled, with the construction of a parallel second span and a Northern Bridge.

Those are only two of the aspects of the transportation network that is developing on Delmarva. As the peninsula has always been oriented to the north, the best routes are north-south routes that improve as they approach Wilmington. U.S. Route 13, the DuPont Parkway, is the major route south, from Philadelphia to Norfolk. It is a four lane highway, with wide median, limited controlled intersections, and adequate turning lanes through Delaware. It remains four lanes through Maryland, and narrows to three lanes about halfway down the Virginia shore. Most of the truck traffic on the peninsula uses Route 13, and truck stops, diners, and service stations line the highway. The rustic scenery has already been replaced with neon. At Dover, Route 113 veers east off 13, leading to the ocean. It is presently being widened to four lanes, making the trip to the ocean from the north relatively painless.

Cross peninsular routes are in worse shape. U.S. 301, one of the north-south through routes from New York to Florida, leads from Washington across the Bay Bridge and up to Wilmington, providing an alternative, of sorts, to I 95. It is combined with U.S. Route 50 on the Washington

side of the bridge, as an expressway to Annapolis. Once across the bridge, Route 50 turns south to Cambridge, Salisbury, and Ocean City, carefully avoiding Delaware. It is also being widened to four lane, and is the major Baltimore-Ocean City route. Delaware's attempts at crossing the peninsula are rather feeble. Three rural highways, all two lanes, uncontrolled, and winding, lead across the peninsula from the Bay Bridge. There are presently no plans for improvement.

The secondary network varies. Delaware's back roads are, in general, well paved and well marked. Maryland's pavement leaves something to be desired, and the secondary roads in Virginia are examples of the Eastern Shore's financial problems. As there is no primary coastal highway, these secondary routes are important to resort considerations. There is presently discussion in Delaware about widening State Route 14, the road which best hugs the coastline, to four lanes. Otherwise little is being presently planned for the vacationer.

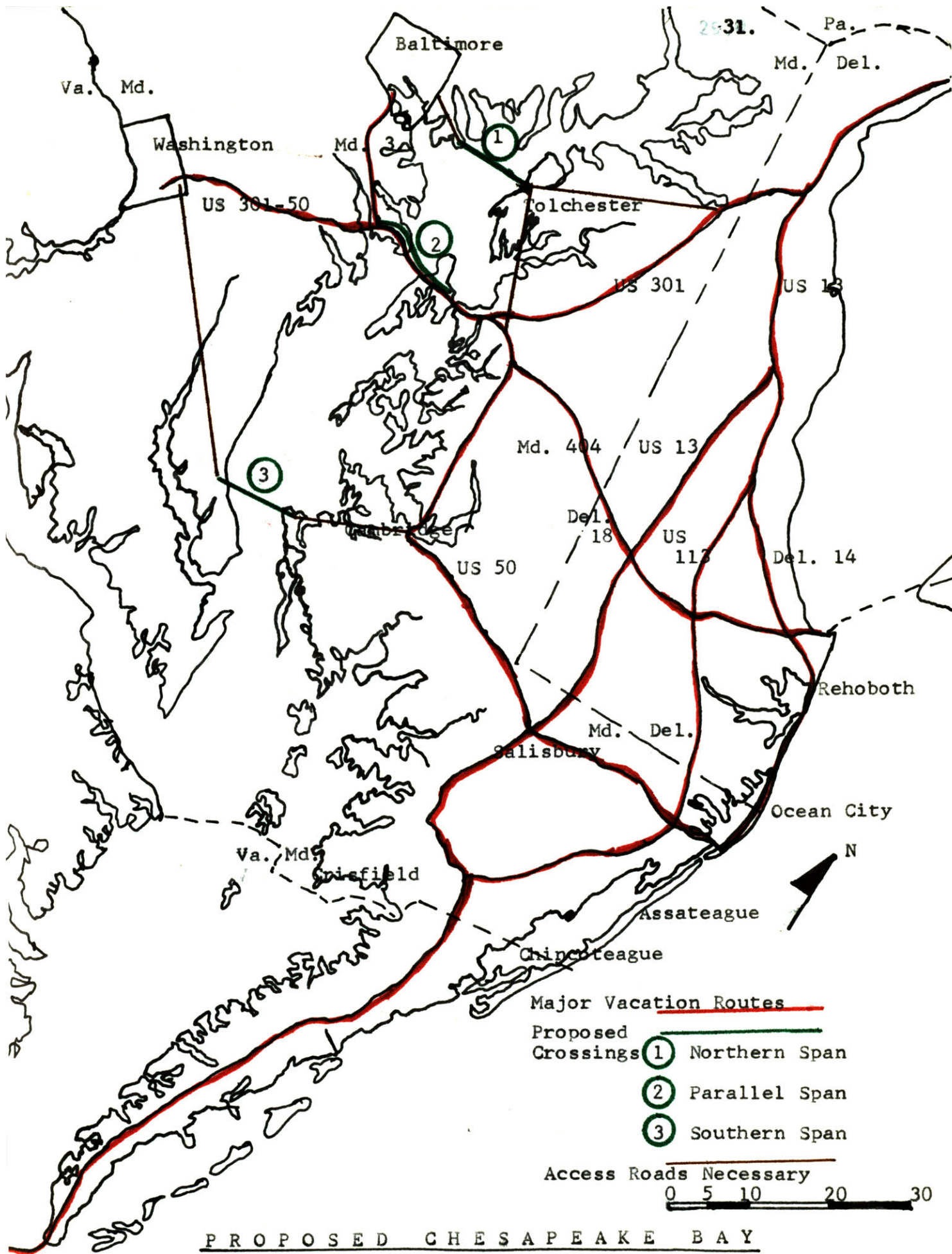
The Chesapeake Bay Bridge controversy is solely the result of the vacationer, however. Back in the thirties, the idea of a bridge connecting the Eastern Shore with the rest of Maryland was first considered. It was met with immediate enthusiasm on the part of Baltimore residents, who resented the trade of the Eastern Shore with Wilmington, and the inaccessability of Maryland's only ocean resort, Ocean City. Then in 1933, a hurricane opened the channel between Ocean City and Assateague, making Assateague an island and providing Ocean City with excellent harbor

T R A F F I C V O L U M E S on the
C H E S A P E A K E B A Y B R I D G E

Year	Vehicles
1953	1,932,000
1954	2,068,000
1955	2,255,000
1956 ^{3,000}	2,513,000
1957	2,872,000
	At this point, The Baltimore Harbor Tunnel opened to traffic.
1958	2,462,000
1959	2,739,000
1960	3,016,000
1961	3,342,000
1962	3,833,000
1963	4,164,000
	At this point, I 95 between Baltimore and Wilmington opened.
1964	3,855,000
1965	4,063,000
	Predicted
1970	5,000,000
1975	5,800,000
1980	6,600,000
1985	7,200,000

Source: Traffic counts from the Maryland State Roads Commission
Predictions from Traffic Evaluation Study done for the
State Roads Commission by DeLeuw, Cather and Assoc., 1966.

facilities in Sinepuxent Bay. Its popularity increased, increasing the desire for a bay crossing, especially as the hurricane also washed out the railroad to Ocean City, and made the auto trip around the head of the bay necessary. But the Eastern Shore sat back and laughed, as they successfully blocked the bridge. World War II interrupted the debate, but in 1948 the Western Shore managed to pass a bill, and the bridge opened in 1953. That year, almost two million vehicles used it, and by 1965 the figure had almost doubled. The bridge was to have paid for itself by 1980, but, even though tolls were lowered in 1960, it will be paid off this year. It is only a two lane bridge, however, and there is a real capacity problem, especially on summer Sunday evenings. As all the week and weekend vacationers head for home from the shore, traffic has jammed up for miles, with delays of up to three hours. On a two hour trip, that's pretty severe. They have tried running the bridge west only, for one hour stretches, but that hasn't helped much. So the Baltimore pressure groups began asking for another bridge. There are presently three proposals: the obvious parallel span to provide four lanes from Washington, which is already linked to Annapolis, and from Baltimore, which has presently four lanes as far as Annapolis and will have ten; a northern crossing between Sparrows Point near Baltimore and Tolchester in Kent County; and a southern crossing between Calvert County and Cambridge, both of which require extensive access road construction. The arguments for the northern crossing are reasonable, as it would provide access to the



PROPOSED CHESAPEAKE BAY

CROSSINGS

peninsula from the northern suburbs of Baltimore without going through the city; it would open up Kent County for industrial expansion. In particular, Bethlehem Steel would like to expand in Kent County, and there is the possibility of port construction. The southern crossing has far less feasibility. It has been argued that it would help develop Calvert and Prince Georges Counties, but the amount of traffic it would divert is negligible. A multitude of engineering and feasibility studies have been done, showing the pressing need for the parallel span, and the need for a northern span as well by 1975. They are, however, tied up in Maryland's complicated political situation.

Baltimore and Baltimore County both want the northern crossing. The politicians have convinced the voters that they will be gypped by a parallel span, as it will be closer to Washington. The highway department wants to build a parallel, as it's cheaper, easier, and more urgently needed. The bond market today discourages large investments, and the northern crossing can wait. Western Maryland wants the whole thing forgotten, and much of the Eastern Shore concurs. Of course, Calvert and Prince Georges Counties are behind the southern route. The Washington suburbs are behind the parallel crossing, and Ocean City interests want both northern and parallel. There is presently a bill, signed by the Governor, providing funds for the parallel structure, but Baltimore politicians are trying to tie it up by forcing a referendum, the first in history on a toll facility.

This is the sort of role accessibility plays in the development of Delmarva. Before 1952, few people felt the trip around the head of the Chesapeake Bay worth the effort to go to Ocean City. Now enough people make the trip to give it the importance that they want to build a bridge for the eight times a year there are traffic jams. And, as one Maryland official described it, "There is a ten foot high wall on either side of the road from Annapolis to the bridge into Ocean City - Baltimorons (sic) don't notice the Eastern Shore, and it doesn't notice them!" In truth, that wall is mainly billboards, advertising the "White Marlin Capital of the World", where the cars are all headed anyhow.

In 1964, an occurrence possibly more significant than the opening of the Bay Bridge took place, when the first car went across the 17.6 mile long Chesapeake Bay Bridge-Tunnel that links the peninsula with Norfolk and the South. The facility is notable mainly as a civil engineering feat; fifteen miles of causeway was built in some of the roughest water in the country, and under the two ship channels, mile long tunnels were built, connected to the causeways by manmade islands dredged out of the ocean. It replaced a two hour ferry ride, and made the peninsula a link in a through route from New York to Florida, the "Ocean Hiway".

The Eastern Shore of Virginia is looking forward to an end to its economic difficulties as a result of this facility. The Ocean City interests are hoping the Ocean Hiway will bring winter through traffic to Florida through the peninsula, expanding the season of some of its

motels. Norfolk hopes to become the supplier of goods for the Virginia counties. These effects have slowly begun to take place, but road construction from Virginia south has tended to discourage use. Its inducement to truck traffic has not been fully realized because of bridge construction in Georgia, but once the Cooper River is spanned properly, it is felt that trucks will prefer the Ocean Hiway (Routes 13 and 17), as avoiding the terrain that I 95 and U.S. 301 go through. Its attraction to the auto will be better realized when publicity improves, and people tire of the expressways. It is a far more scenic and less monotonous route. Route 13 is already an easier ride than I 95 through Baltimore, Washington, and Richmond traffic.

At the same time the Bridge-Tunnel opened, the ferries that had previously crossed the bay moved up to the Delaware Bay, between Cape May, New Jersey and Lewes. This made possible the the trip down the Garden State Parkway from New York and across the bay by boat to the resorts of the peninsula. It cuts enough mileage off the truck routes to induce truck traffic, especially to points north of New York. As it has been in service less than a year, and not really well publicized, it has been hardly noticed. It could, however, encourage greater use of the Ocean Hiway. When (and if) it is replaced by a bridge, it will divert considerable New York-Florida traffic, and enhance the winter uses of the Delmarva resorts. It will also put the Delmarva coast in the same time relationship with New York as Cape Cod.

The most intriguing, and most hypothetical aspect of accessibility to present itself for consideration is the proposed high speed ground transportation system connecting the large metropolitan areas of the East Coast. Some of the proposals have been for auto carrying vehicles, which could get off the system at Wilmington or Philadelphia. This would put the Delmarva coast within three hours of any point in the Megalopolitan corridor. It would also, of course, do the same for Cape Cod, but I feel both areas would benefit.

This then is the Delmarva Penindula, in figures, tables, and description, with emphasis on the peninsula as a recreational resource. It is largely an untapped resource. It is an area awakening and preparing for the first real growth since colonial days. Tourism can help the peninsula, provide encouragement for its educated youth to stay, and provide the economic support for the industry that is beginning to spring up. If it is carefully and tastefully done, the area could become a tourist attraction instead of a tourist trap.

CHAPTER THREE

Both Delaware and Maryland are actively involved in producing, for the benefit of the Bureau of Outdoor Recreation, open space plans. Maryland's plan, about to be published, is, more honestly, a proposal for the development of a plan, with a map pinpointing potential sites. Delaware has a plan in the first draft stages, with far less sophistication. Predictions of demand are based solely on the expected growth of the population of Delaware, with the attitude that Delaware is not obligated to provide open space for outsiders. Virginia has not yet considered the potential park sites of the Eastern Shore, although the Chamber of Commerce has drawn up a very ambitious development plan. The federal government is concentrating its efforts on the Assateague National Seashore and wildlife refuges, and hoping that federal support of state plans will develop other sites faster than federal intervention.

Maryland's greatest effort on the Eastern Shore is Assateague State Park, the 660 acres at the northern end of the island, just across the Sinepuxent Neck Bridge from the mainland. They have drawn up a very tasteful plan for provision of facilities for both day trippers and campers, up to 15,000 people a day. Physical necessity required building a bridge first, and the last two years they have had so much to do just keeping the users safe and the beach clean that they haven't had time to implement the plan. Over 2,000 people a day jammed the beach during last summer, and the first bath house will be opened this spring. The state is also in the first stages of considering two sites on the Chesapeake Bay shore, one

on Wye Island, and one along the Choptank River, as sites for major (1000 acre) general recreation and camping areas. They have great hopes of developing the bay shore as a recreational resource, on both sides. The second objective of their Outdoor Recreation Plan was:

"To encourage acquisition and development by state, local, county, and other public bodies, of all available shoreline along the Chesapeake Bay capable of recreational use. Few of the bay's (and its tidal tributaries) 3200 miles of shoreline now are open to public access. This valuable natural resource should be held inviolate for all the people of the state.

"Future development of this resource will depend largely on the elimination or considerable curtailment of three adverse factors at work in the Bay. First, appearance of sea nettles (jellyfish) forces the closure of much of the bay to swimming after late July. Second, Eurasian milfoil and other seaweeds have become increasingly great in recent years, and many areas which previously served as beaches are now impassable for swimming. Third, water pollution, particularly along the Potomac River and in the vicinity of Baltimore, has forced the shutdown of many shoreline areas."¹¹

Delaware has recently acquired the military base at Cape Henlopen and converted it to a state park. It also owns the narrow peninsulae surrounding the Indian River, or almost 3/5 of the ocean shore. The major direction of its state recreation activities is toward acquiring unused mill ponds for fresh water fishing and swimming. The areas are usually good for hunting as well. Trap Pond State Park, near Laurel, is an example of this type of facility. Naturally, a greater effort is being made toward the purchase of conservation areas, and there is considerable concern on the part of the Game and Fish Commissioners for the purchase and preservation of the wetlands. Many of them are already labeled Wildlife Preserve; the most expansive, the Bombay Hook National Wildlife Preserve,

O P E N S P A C E N E E D S O N T H E E A S T E R N
S H O R E O F M A R Y L A N D

	Public Open Space	1990 Acerage Requirements	Deficiency
Caroline	883	3,957	3.094
Dorchester	11,940	5,171	-6,769
Somerset	15,670	3,857	-11,813
Talbot	34	4,541	4,507
Wicomico	3,521	8,411	4,890
Queen Annes	285	3,993	3,708
Kent	609	3,921	3,312
Worcester	14,462	4,461	-10,000

Source: Maryland Open Space Study, Maryland Department of Forests and Parks,
to be published in September, 1966.

runs for twenty miles down the Delaware Bay shore in Kent County. The 14.6 (out of 25) miles of state owned ocean front is in a semi-natural state, characterized by a wide sandy foreshore and a barrier dune. The area behind the dunes is covered with vegetation, on the higher dunes, pine has persisted undisturbed by the hurricanes.

"The total recreational value of the coastal area is incalculable and offers unparalleled opportunities for such activities as surf and bay bathing; surf, deep sea and bay fishing; crabbing; clamming; boating; sailing; and water recreation of every conceivable type. The State of Delaware is fully cognizant of this valuable region for public recreation, and is proceeding with a plan for development which should perpetuate the area for public benefit."¹²

Prior to the 1963 hurricane, there was extensive camping on the barrier beach around the Indian River Inlet, but it was discontinued as not worth the effort. To quote an official of the Delaware Board of Game and Fish Commissioners, "Campers come here from Canada and places like that, leave the mess here, and all we get is \$2 a night." Significantly, the official State Highway Map does not indicate public camping sites, as most others do.

Virginia presently has nothing greater than roadside picnic areas in public ownership. The southern end of Assateague Island is a National Wildlife Refuge, and the Chincoteague-Assateague Bridge Authority operate a public beach there, with a toll bridge leading to it. The federal government has just begun to acquire the rest of Assateague, and has impressive plans for the development of it. Local interest in public acquisition of land has been shown in Salisbury and Cambridge. Somerset and Worcester Counties have both done plans which recommend land for public development, in Worcester County they are

fairly extensive. Both plans, however, recommend state purchase, to develop the land for tourism, and not local needs. This is the situation in the public sphere, a hodge podge of uncoordinated efforts, all with some merit, all in need of consideration with the needs of the entire region in mind.

The private sector has far greater plans for the development of the peninsula. The real estate developers take the attitude that they have just begun to build, and the boom is yet to come, although since 1963, construction has been very active. In 1963, a hurricane hit the Middle Atlantic Coast and destroyed seasonal beach homes from North Carolina to New Jersey. Only buildings firmly supported on piles survived. Ocean City looked like a war casualty. According to one Ocean City official, however, it was "the best slum clearance we ever had." Rebuilding began immediately, but this time, officials insisted on sturdier construction. By the time the season began, most of the motels were ready to open. Already, rebuilding is complete and the new construction is filling land at a frightening rate.

Rehoboth Beach, Delaware is a very old resort town. Back in the '20's people came down from Wilmington for the summer, bathed in the surf or sat on the boardwalk and sipped lemonade and swatted mosquitos. It was purely a Delaware resort, frequented by the DuPonts and friends. Large houses were built, a country club was opened, and the status of the community was firmly established. Lewes, on the Delaware Bay, had calmer water and attracted the crowd with young children. They were both quiet towns,

since nobody could go out after dark without being attacked by swarms of mosquitos.

After the Bay Bridge opened, many of the leaders of Washington society began to frequent Rehoboth, and it adopted the nickname of "The Nation's Summer Capital!" Congressmen, diplomats, and military officers were seen frequently on the boardwalk. The area remained one of summer cottages, with only limited motel room for first time visitors and week vacationers. Today, the large nouveau riche population of Washington is swelling the summer activity rapidly. Homes on ocean front lots, with 50' frontage, sell for upwards of \$40,000, and are selling as fast as they are built. Naturally, zoning and subdivision ordinances have been carefully drawn to insure this high cost development throughout. When I asked a Rehoboth realtor where the people who buy property in Rehoboth come from, he replied, "Over 90% come from Washington suburbs, all doctors, lawyers, and government people."

South of Rehoboth, all the way to the Maryland border, similiar development has occurred. Bethany Beach, the real estate venture of one woman, is small, friendly, and very exclusive. Fenwick Island is suffering from its place on the border. People confuse it with Fenwick Island, Maryland, and lower its status accordingly. No notable development has occurred along the Indian River Inlet, although I was informed of one Negro hotel.

The Delaware Bay coast is mainly marsh and wetlands. Occasional fishing beaches and boat landings can be found by following the winding road through the marsh until it dead ends, but they are poorly developed, and their

importance is almost nil. The Delaware Bay, all the way down through Kent County, is not fit for swimming.

"Ocean City is Maryland's one and only seaside resort...The resort is peculiarly Maryland's own, nearly all the hotels are kept by natives of the state, and practically all the visitors are Marylanders. A few may come from adjoining Delaware, but Delaware has fine beaches of its own. There are some cottages that are occupied by the owner or rented for the season, but the great majority of visitors are housed for shorter periods in hotels, furnished apartments, and rooming-houses. It is primarily a two weeks vacation or weekend resort; it is a place to go for a bust, a fling, or a beano, and as such is held in affection by the whole state, particularly the younger portion. They are sure of meeting their friends there. In another respect, it is essentially Maryland: the prices are moderate. You may well be entertained at Ocean City at half the cost of the most famous New Jersey resorts.

"The railway, after having been washed out in 1933, was abandoned; there is a bus line; otherwise you must go by car. If you arrive in the daylight you will be depressed by the surpassing ugliness of the place; there is neither tree nor bush nor patch of grass to be seen, and the only flower that responds to culture is the indomitable petunia. Tall, crass wooden buildings are crowded thickly together, obviously designed with the sole aim of providing the most accommodation for the least money. You wonder why people leave their homes to sojourn in such discomfort. Walking on the boardwalk on a sunny morning, and all this is changed. The ugliness is behind you; with the breeze on your cheek, you are aware only of the ineffable sea, and you understand why Marylanders look forward from one year to another to a trip to Ocean City."¹³

This description of Ocean City was pre-World War II.

Its surpassing ugliness survived the war and the hurricane.

Its low prices haven't done so well, however. The

destroyed buildings have been replaced by bigger, more

closely packed, more profitable ones. And the city has

just entered a new phase of development. In the last

six months, they have issued building permits for six

high rise buildings, between twelve and thirty stories.

According to the city clerk, zoning variances are generally

granted, since the mayor and city council (a group that is 75% real estate interests) generally feel that the expense of the land is so great that they should not inhibit development. Fortunately, Ocean City is in the process of developing a comprehensive plan, with a new stricter zoning ordinance, including things like off-the-street parking, plans for urban renewal and straightening out the traffic tangle. Presently, it is felt that Ocean City is a honky tonk tourist trap by most Marylanders and Washingtonians. Recent teenage disturbances, and the subsequent curfews imposed gave the area much detrimental publicity, as did the motel owned by Bobby Baker, the Senate Majority secretary. The best comment I heard, from the state Economic Development Office, was "Why do you want to develop the rest of the peninsula? Isn't it bad enough that we've ruined Ocena City?" The Ocean City Chamber of Commerce is presently trying to discourage day trippers and weekenders, as economically unpopular. Hotels and motels have to stay empty all week, just to have room on the weekends, and camping is not permitted on the beach.

Aside from Ocean City, there is no real resort development along the Maryland shore, or along the western shore of Sinepuxent Bay, across from Assateague. Except for the lack of roads, most of this land is easily developable, but people have been too busy crowding Ocean City.

Chincoteague is Virginia's major resort town. It is a little town firmly imbedded in the American folklore; but only to the under 25 age bracket. The children's

story of Misty of Chincoteague will be remembered by our generation and those following as a delightful story of a wild pony and its adventures. Every July, Chincoteague is the site of the wild pony roundup. The ponies roam wild on Assateague, living off the marsh grass. Every year, the older ones are herded across the bay, and sold at auction. Proceeds go to the Volunteer Fire Department, the nation's finest. Hotels and rooming houses in Chincoteague overflow during the week of the roundup, and ponies are shipped all over the country. Chincoteague is an island, reached by sinuous road and causeway over tidal marshes from Route 13. Most of the residents are fishermen. The Chincoteague oyster has its place near the Ipswich clam, and most of the back roads are paved with shells. It is the most pleasant of the three resorts along the shore, but it doesn't touch the ocean. Reaching the beach requires a trip across the toll bridge to Assateague, and is worth the effort. It is wider, cleaner, and more inviting than Rehoboth and Ocean City. The patrons of Chincoteague's facilities come from all over. I examined the register of one motel, and noticed addresses in Washington, Maryland, and Delaware, and, more notably, Allentown, Bethlehem, Lancaster, and Harrisburg, Pennsylvania, but not Philadelphia. As of last year, there were also entries from Norfolk, Richmond, and the other metropolises of Virginia, which the proprietor credited the Bridge-Tunnel for bringing. The others, he claimed were annual visitors. Chincoteague has only a few motels, and one hotel (with excellent cuisine!).

Other than Chincoteague, there are few resort facilities

in Virginia. There is some development in Cape Charles, including a new Holiday Inn at the entrance to the Bridge-Tunnel (along with seventy billboards along Route 13, to be sure you don't miss it.) There are a few other roadside motels, and a few little fishing towns with tourist accommodations, but this end of the peninsula hasn't become accustomed to through traffic yet.

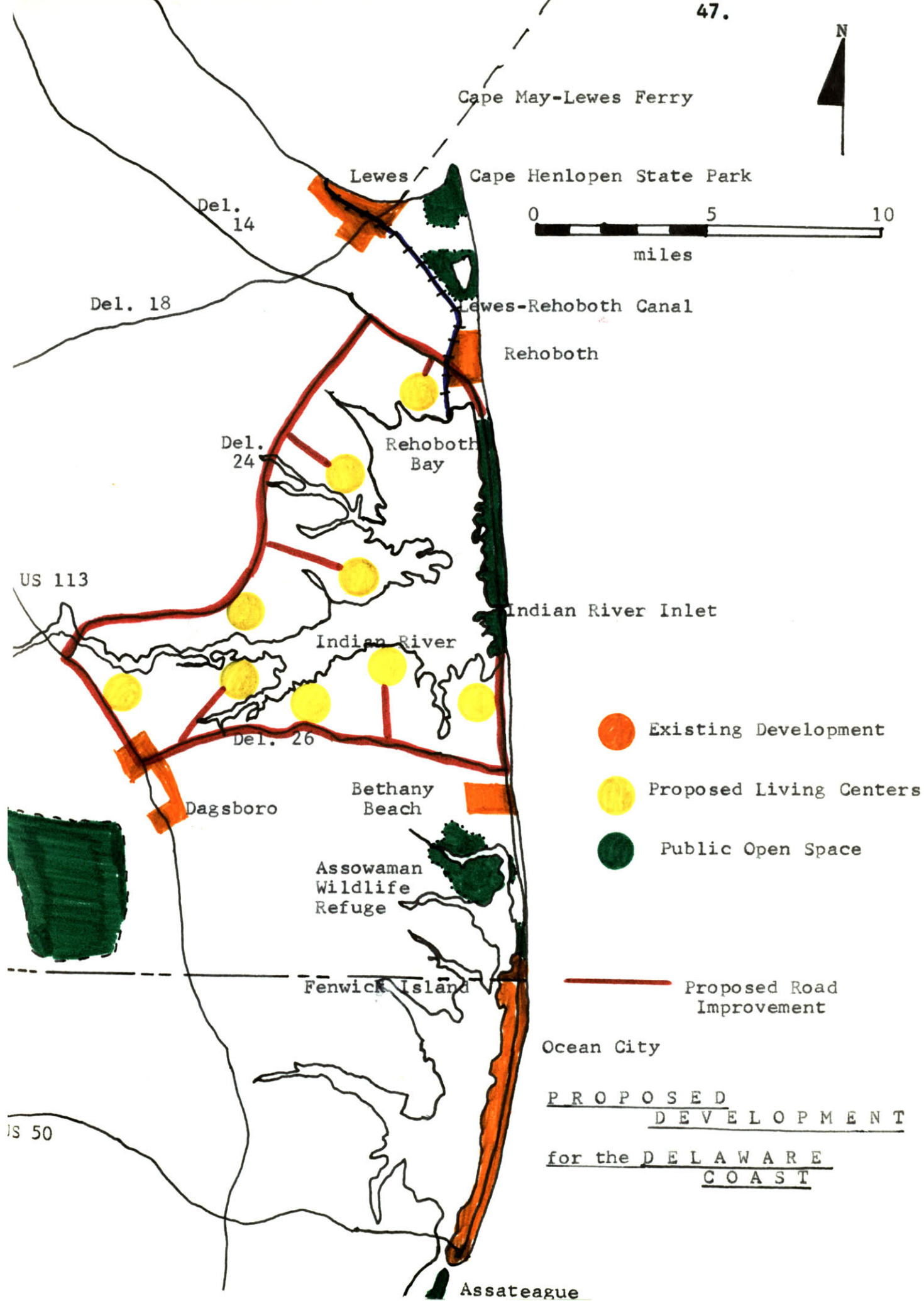
The Chesapeake Bay coast has very few tourist accommodations. Crisfield, the most picturesque town on the Eastern Shore, has one hotel, one motel, and one restaurant. There is a hotel in Princess Anne that has been operating continuously since 1775, and compares favorably to the old inns still popular in England. But that is the only hotel in town. Most of the waterfront is privately owned, and the jellyfish problem inhibits swimming. There are less than fifty public docking sites along the entire bay coast, and boat oriented recreation is the major recreational resource of the bay coast.

Among the more interesting potential tourist attractions on the bay shore are the islands in the bay. Smith Island and Tangier Island both offer opportunities for the development of tourist areas comparable to Williamsburg or Sturbridge Village. Both Smith and Tangier are inhabited by fishermen, left over from the seventeenth century. They were settled by English colonists from Cornwall in the late 1600's, and the present inhabitants are nearly all direct descendants of the original settlers. On Tangier, with 2000 people, there are nearly 1000 Crocketts. They still speak English with an Elizabethan Cornish dialect.

There are no roads, and the mail boat leaves the island every morning and returns at 12:30. Last year, a ferry service was instituted during the summer, but there are no tourist accommodations on either island. The islanders represent the epitome of Delmarvan isolationism, and would be just as happy without the tourists. They are generally hospitable, but can easily get hostile. Smith Island has 800 people, and they are slightly less hostile. There are even a few summer homes on the island, which is larger and has a paved road between two of the three communities. There is a desire on the mainland to develop the two islands as tourist attractions, but such development would have to be carefully executed.

With the realization that tourism means money, (The Delmarva Advisory Council claims that 24 tourists a day is equivalent to an industry with an annual payroll of \$200,000.), many plans have sprung up for the development of the peninsula. Those of the Eastern Shore of Virginia Chamber of Commerce and Somerset County are attempts at bolstering sagging economies, with median incomes below \$3400 and unemployment varying from 8.9 to 11.9%. Worcester County is attempting to control its previously haphazard growth, and bolster its non-Ocean City economy. And Delaware is trying to control the growth to prevent overexpansion and preserve the exclusiveness of the high class of development.

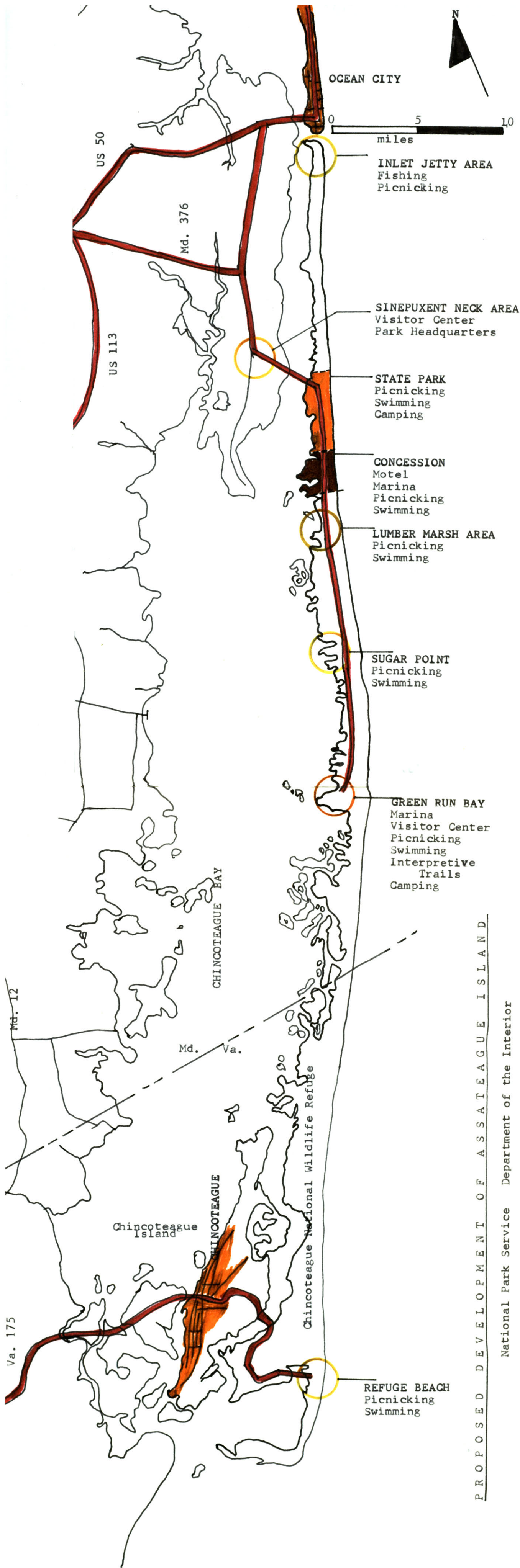
Delaware has no real plans for its coastline. Its planning is described as being in the preliminary stages. One sketch has been developed by a staff member of the State Planning Office, for the controlled development of the Indian River Bay shore as a summer resort area.



PROPOSED
DEVELOPMENT
for the DELAWARE
COAST

Rather ~~than~~ let a continuous strip of development line the shore, as did the Jersey coast, there is a suggestion that centers be created, with about 5000 summer homes, motel accommodations, boat marina, grocery store, drug and sundries stores and all other necessary local services. These centers would be located at the best spots along the bay, and connected to the public ocean beach by a circumferential road, with the possibility of bus or minibus service between the shore and the centers. The planners involved also expressed the hope that through traffic could be diverted to this circumferential route, rather than increasing the traffic along the coast. There is pressure in the highway department, however, to make Route 14, down the coast, a four lane highway.

Assateague Island is in a far more advanced state of planning. The state park has blueprints drawn and the first facilities under construction, and the National Park Service has already decided what facilities it wants to construct. The Sinepuxent Neck Bridge was opened to traffic in 1964, connecting the island with the mainland. The first concession, rest facility, and bath house will be opened this summer, at the foot of the bridge. The state has already appropriated the funds for shade structures, bath houses, boardwalks, and a visitors center so that it can accommodate as many as 15,000 people a day. A road is planned from the end of the bridge south, about 1/3 the length of the island, with four additional areas to be developed by the federal agency, including a 500 unit motel, concession and camping facilities, and a series of natural trails. The rest of the island



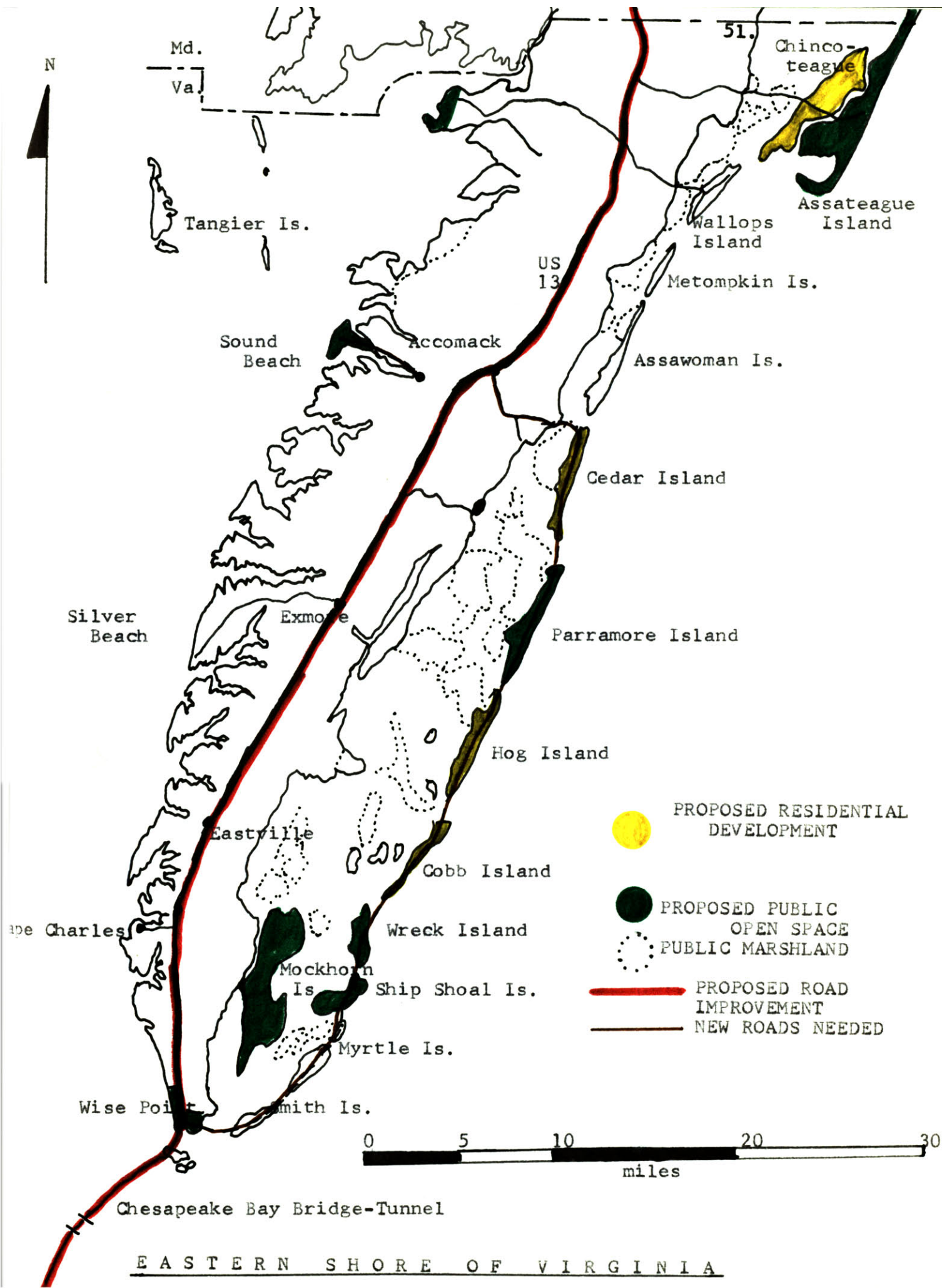
PROPOSED DEVELOPMENT OF ASSATEAGUE ISLAND

National Park Service Department of the Interior

will be untouched, and adventurous vacationers can explore it without the interference of civilization. The barren windblown desolation will be saved, while miles of beach are utilized.

The Eastern Shore of Virginia Chamber of Commerce has a plan for the other off shore islands in the Atlantic. Wallops Island is a N.A.S.A. Missile Launching Site, and a potential tourist attraction. Cedar Island, although presently accessible only by boat, already has a hotel and 3000 sold lots for residential development. Parramore Island is entirely owned by one family, and is presently a forest of virgin timber with wide sandy beaches. Historically, it was a haven for Atlantic pirates, and favored by "Bluebeard". The Chamber of Commerce has proposed formally that the National Park Service buy Parramore (The Bureau of Outdoor Recreation would like the Commonwealth of Virginia to buy and develop Parramore, and would be willing to subsidize it.), and construct a causeway leading to it from Route 13, by way of Cedar Island. This is cheaper than a direct causeway, and would allow Cedar Island to develop with summer homes, providing tax benefits to the area. The same plan also suggests a bayside fishing and docking area at the Sound Beach Nature Area near Accomack, and a small state park with camping facilities near the entrance to the Bridge-Tunnel.

Even more ambitious is the vision of connecting Parramore Island with Hog Island, Cobb Island, Smith Island, and finally Wise Point on the mainland, making a forty mile long highway through the ocean. The scenic value of such a route would be fantastic; on one side is the vastness



of the ocean; and on the other, the marshes and swamps of the bay, nature in all its glory. Picture postcards would best be photographed at dawn, with the sun rising over the ocean. The Chamber of Commerce describes these improvements as the panacea of the social and economic ills of the Eastern Shore, and goes so far as to say that they would bring the "Great Society" to the Shore. They envision half a million visitors to Parramore Island annually, which is probably a bit optimistic.

Somerset County's plan, prepared for the Bureau of Outdoor Recreation by the Area Redevelopment Agency, takes the attitude that they should try anything that might attract tourists, from constructing motels to holding regattas. They specifically recommend construction of good motel accommodations in Crisfield, with good marina and dry dock facilities under cover; ~~and~~ dry dock and marina near Deal Island; a colonial style motor lodge near Princess Anne; tourist accommodations for Smith Island; state parks on the bay shore, and publicity and promotional efforts. Most notable, they suggest coordination with other Eastern Shore and Delmarva efforts.

Worcester County, Maryland tends to brush over recreation in its consultant prepared plan. The open space proposals are mainly locally oriented, and do not fully consider the vacationer; seasonal housing problems are not mentioned, and there is but a brief discussion of the proposed Pocomoke-Chincoteague Canal, a proposal the Ocean City interests are pushing hard. This canal would make the boat trip from the Chesapeake Bay to Ocean City feasible and attractive. Presently, boats

either go through the Chesapeake-Delaware Canal or around the peninsula at Cape Charles and into the ocean.

Other proposals presently under consideration include another inlet into the Indian River Bay, to prevent pollution of the Bay with the sewage of Rehoboth and Lewes, creation of a strip residential development along Sinepuxent Bay, and creation of a large resort center inland from Chincoteague.

It is obvious that there is a demand for the existing facilities of Delmarva; over 2000 people had to be turned away from Rehoboth alone on the 4th of July last year. It is also fairly intuitive that, as population and disposable income continue to grow, this demand will grow, and as Delmarva is less than 250 miles from 1/5 of the country's population, there need not be too great a concern with some other resort replacing Delmarva. Rather, the problems of concern are seasonal development, seasonal labor force, and a seasonal economy, one which fluctuates with the national economy. Recreation is one of the first economic indicators of recession. One of the reasons Delaware does not encourage motel type development is the seasonal problems inherent. Summer homes are far more stabile, economically.

The question of how much tourism to encourage cannot be determined by demand studies in this situation. How much is far more a function of the desires of the residents than the desires of the tourists. There is an obligation on the part of Delmarva to serve the metropolitan areas that surround it, not just to make money

from the vacationer, but to provide, for the entire range of vacationing public, a place to escape from urbanism and rediscover the sun. This public includes the weekender and the day tripper; the camper and the motel patron; the \$5 a day spender and the \$30 a day spender; the teenager and the old aged. For this reason, public open space, which is available to all, plays a very important role in the development of a recreational resource.

Predicting demand for a particular recreational facility can be very difficult and easily questioned. This is especially true when the facility has recently undergone a major change, so that last year's attendance cannot be multiplied by this year's growth factor. Such is the problem with Delmarva. Demand is a function of distance, and the distance to the peninsula, in terms of time, has changed drastically in the last two decades, and even in the last two years. Its accessibility will continue to change. Even if this sort of crude demand function is used, however, the increased demand is considerable. In the region most served by Delmarva, population will increase 25% by 1976. At the same time, disposable income will increase 50%, giving roughly 50% more per capita to be spent on recreation.¹⁴ This means an increase in tourist income of $.25 + .5(1.25)$, or nearly 100%, in fifteen years. Given the crudeness of this estimate, I would guess that double that would be more nearly correct. If the index of tourist income, for comparative purposes, is annual hotel receipts, than Worcester County, Maryland, with Ocean City and Assateague, can expect an extra \$7 million per year by 1976 from hotels alone. By 2000,

P O P U L A T I O N a n d I N C O M E 1 9 7 6 & 2 0 0 0
for t h e D E L M A R V A S E R V I C E A R E A *

	Population (000's)		
	1960	1976	2000
Delaware	446	780	1309
Maryland	3101	4490	7335
Virginia	3967	5351	8241
District of Columbia	764	904	1286
Pennsylvania	11302	12814	17989
Total	18628	23439	36160
% Increase		25%	94%
Disposable Income	\$1906	\$2941	\$4104
% Increase		50%	120%

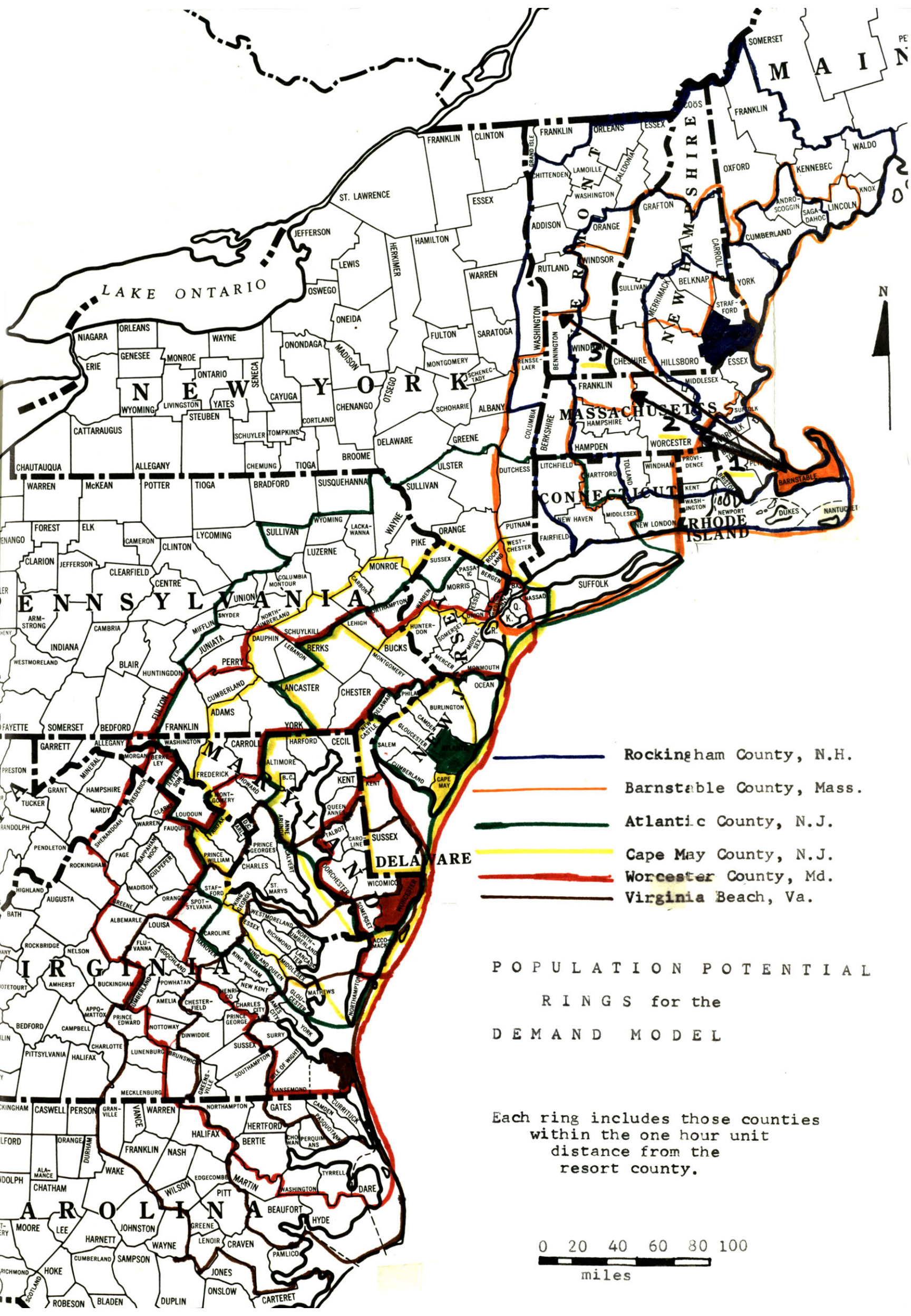
Source: Outdoor Recreation Resources Review Commission,
Projections for the Years 1976 and 2000.

*Note: As population projections were by state, the service area was assumed to be the entire states listed above. As the area within three hours of Delmarva also includes sections of New Jersey, New York, and North Carolina, but does not include all of Pennsylvania and Virginia, this is only a rough approximation of the projected population increases.

population will have increased 94% and disposable income 120%, for an increase in hotel receipts of 230%, to \$23 million.

It is my firm belief, however, that these crude projections are meaningless, as they neglect reality, ignore the desire for people to get away from crowds, and multiplies the crowds by 230% to determine their size in 30 years. It is far more important to determine how many people want what kind of facilities, and optimize the combination of services that meet the needs of the most people best. Failure to do this was the mistake of the Jersey Coast, which is rapidly running out of room for quiet, solitude, and non-urbanized summer resorts. It might be serving a lot of people, but how many are not being served? All the Pennsylvanians that travel to Chincoteague must be looking for something. Delmarva still has the opportunity to serve many people well, and there is much room left for variety of quality, style, and price.

I have assumed, for the sake of simplicity, that Atlantic City, New Jersey is the most intensely developed resort area on the East Coast. It has many high rise hotels, a year round population of over 100,000, and \$44 million annual hotel receipts. I have also assumed that the reasons for Atlantic City's intense development were good beaches and a proximity to New York and Philadelphia only, nothing else. Using these assumptions, I have developed a mathematical model of what I call recreational potential, to determine what percentage of Delmarva's potential tourist dollar is presently being



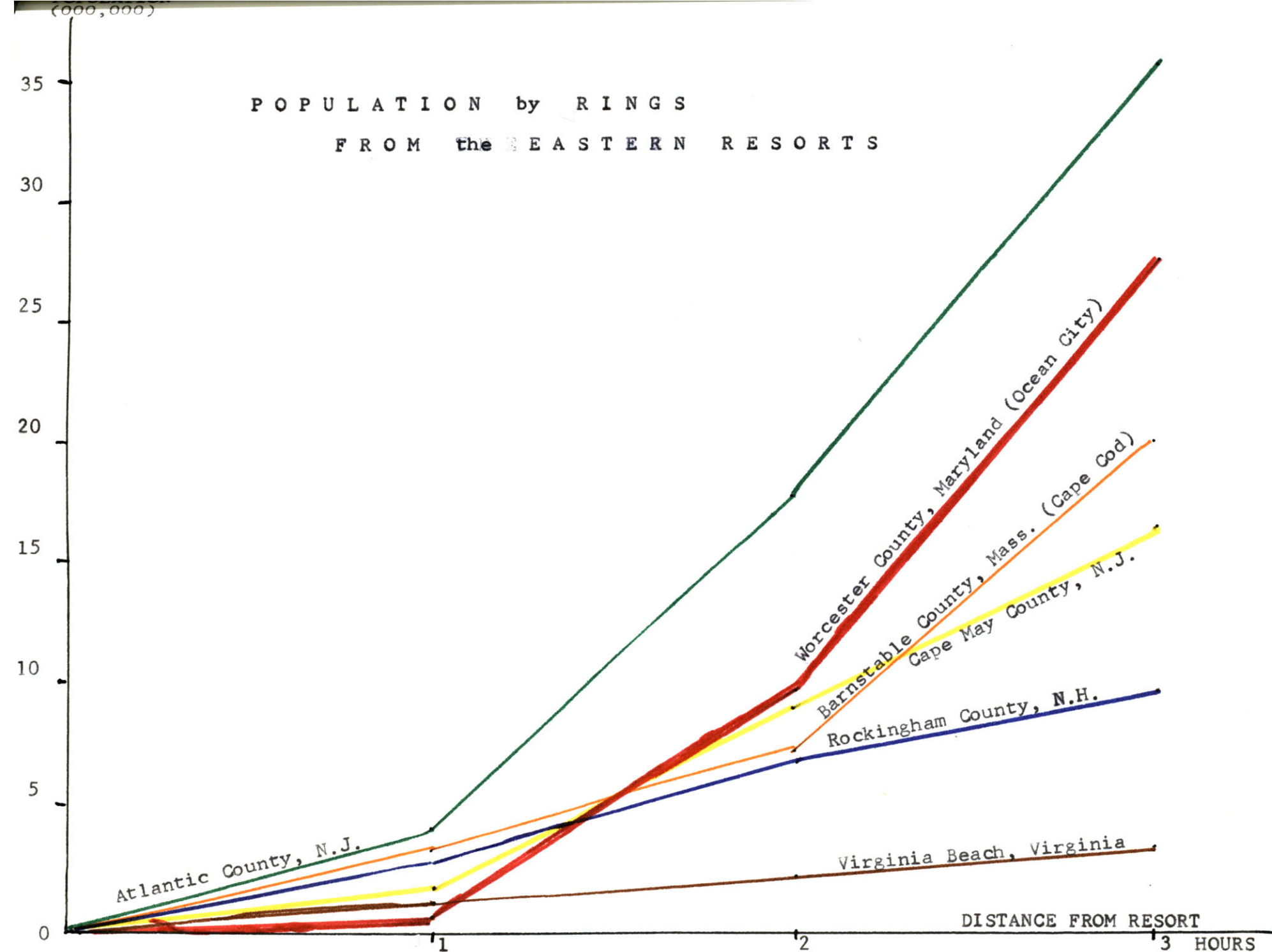
received, to give me an idea of how well the market is being served. I have taken the resort counties of the Northeast Coast: Atlantic and Cape May Counties, New Jersey, Barnstable County, Massachusetts (Cape Cod), Rockingham County, New Hampshire, and Virginia Beach, Virginia, and compared them with Worcester County, Maryland, the most central of the Delmarva Coast counties. They were compared on the basis of their ratio of hotel receipt to population potential.

Determining population potential for a given point was the most flexible decision in the development of the model. Given the degree to which this function played a role in my thesis, I chose the simplest form of a gravity function, with distances measured in integral hours. I drew rings around each resort county of one, two and three hour travel times, approximating to include entire counties in one ring, and dividing the sum of the populations in each ring by the square of the time-distance. This gave me a reasonable looking figure, as people closer to an area are more likely to frequent it, it is common knowledge that Atlantic City is a Philadelphia resort, and Cape Cod is one of Boston's assets.

This seemed to work fairly well, giving me a reasonable value in light of my knowledge of the development status, except in the case of Virginia Beach, where the figures are incomparable, since hotel statistics are lumped with those of metropolitan Norfolk. Otherwise, Atlantic City had the most developed potential, and most of the others were greater than Worcester County. Cape May, New Jersey, was most similar, as in fact it is. It is the southern

(000,000)

POPULATION by RINGS
FROM the EASTERN RESORTS



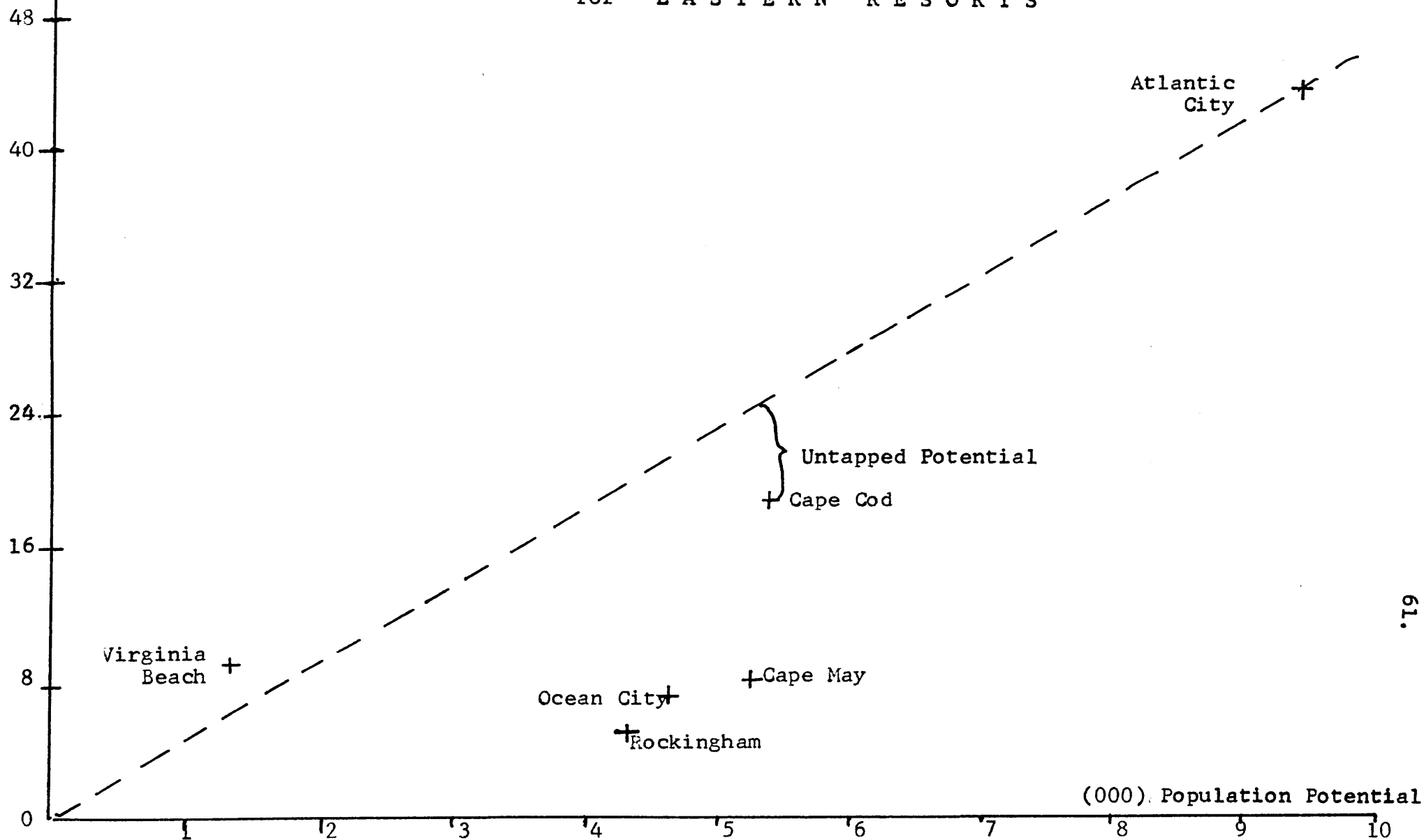
C A L C U L A T I O N S f o r t h e U N T A P P E D
D E M A N D M O D E L

	(A) Annual Hotel Receipts (millions)	(B) Population Potential (000's)	Ratio $\frac{A}{B}$
Atlantic County, N.J.	\$44	9461	4650
Virginia Beach, Va.	9*	1303	6907
Cape Cod, Mass.	19	5468	3474
Cape May, N.J.	8	5260	1520
Ocean City, Md.	7	4633	1510
Rockingham, N.H.	5	4380	1141

*Hotel Receipts for Virginia Beach are combined with Norfolk and Newport News, making them incomparable.

Source: U.S. Census of Population, 1960 and U.S. Census of Business, 1958.

RATIO of HOTEL RECEIPTS to POPULATION POTENTIAL for EASTERN RESORTS



tip of the New Jersey coast and forgotten by development.

The model, in this unrefined form, gave me a maximum hotel receipt for Worcester County for 1960 of \$22 million, over 300% of the actual receipts. Spread this 200% growth over the entire coastline, and you start to get Jersey coast type development. Such intensive use would require facilities to attract winter users as well, such as a convention hall. It would also imply greatly improved traffic facilities. Multiply by the growth factor of 230% arrived at by projection, and by 2000, there is a 700% growth rate. This would signify the destruction of most of the potential of the Delmarva Coast.

To approach reality, the model could do with a great deal of sophistication. On top of the ratio, the figure is hotel receipts. This is not really a good measure of resort activity. Some account should be taken of seasonal dwellings, perhaps the number of units as listed in the Census of Housing, multiplied by the median rent of the rented units. This would give a figure which could be termed annual housing receipts and added to the annual hotel receipts. This, at best, gives an approximation of the weekender and week vacationer activity, and does not consider the day tripper. As this is a phenomenon in all these resorts to varying degrees, it should be quantified. There are, however, no readily available figures that can be compared. Highway and Chamber of Commerce figures vary too greatly in their reliability.

The bottom of the ratio leaves even more to be desired. A better distribution than integral counties at hour intervals is an obvious first step. The closer to an

exact integral, the better. When the units become smaller than counties, incomes will vary greatly, and vacations are a function of disposable income. Including income will show this relationship, and it can be simply multiplied by population to give a meaningful figure. Even more important is the number of resorts available to a given population area. New York, in the middle of Megalopolis, has resorts available on all sides, anywhere from one to four hours away. It is obviously false to assume that all the vacationers in New York could be attracted to any one area, and even Yellowstone, Wyoming feels the effect of the New York vacation dollar. What I would propose, although the calculation effort for these purposes was not worth it, is, rather than population at the bottom of the equation, a factor obtained by multiplying population by income and dividing the product by the square root of the sum of the resort opportunities, where a resort opportunity is defined as $1/d^2$, where d is the distance to the resort in hours. This method could be calculated with computers, and would be useful in a comparative analysis of the resort areas in a section, or in the nation. As unmet potential could be considered a measure of need, funds could then be channeled to the areas of greatest need.

CHAPTER FOUR

The problem now is arriving at a plan to develop the peninsula to best meet the needs of Megalopolis. With a lot of effort, cooperation, and coordination, Delmarva can do its share of providing vacation facilities for all the people; nearby and distant, wealthy and poor, white and Negro, young and old, that wish to journey there. It has climate, surf, sand, hunting, fishing, and history. Its unique characteristics are worth traveling for; the crabbing and clamming, the wild ponies, and the excellent local cooking. Its manmade features are impressive; the experience of crossing the Bay Bridge is truly enjoyable; and there is nothing to compare to the breathtaking experience of crossing the Bridge-Tunnel. Nowhere else in the world can you enter a tunnel in the middle of the ocean, and emerge, still in the middle of the ocean, with nothing before you but sea and sky. But Delmarva has a long way to go before it meets these needs. Many facilities will have to be provided, many attitudes muffled, and many people attracted first. Attracting all these people implies problems of wildlife and seafood conservation, scenic preservation, and a large seasonal labor force. The people of Delmarva feel these aspects of tourism detrimental enough to attempt to avoid it. Meeting the needs of the tourist without the intervention of the federal government will be a difficult task, but a task worthy of the effort of Delmarva's planners. Cooperation is a key word, as the projects which will have the greatest benefit are the ones that require the most cooperation. An express highway

through Delaware to meet the needs of other people rapidly approaches political infeasibility.

There are three distinct types of housing to be considered for vacation use. The most stabile, permanent and expensive is the summer home. These are becoming increasingly popular as the society becomes more affluent. They add real estate taxes and fill up with residents who spend money which was earned elsewhere for food and construction, and do not use taxes for education. With little effort, the entire shoreline could be developed with this kind of development. It is significant that Cedar Island lots sold without any visible means of access, as did 5850 lots on Assateague. Real estate values in Chincoteague have gone up 400% since 1964.

This type of house varies in cost from about \$5000 up. The more expensive summer homes in Rehoboth are in the \$80,000 range. The lot plays a very important role in the cost. A lot twice as far from the shore can cost half as much. This large range of price brackets can be utilized by planners to meet the desires of practically every income bracket.

The second form of summer housing is the hotel-motel. These, if owned by the community's residents will contribute far more to the community than summer homes, but they also constitute a greater risk. Most motels in this area will be deserted from October to May, and have to pay off the mortgage on seasonal room receipts. Thus, the room rents must be high, and most tourists are astounded at having to pay \$30 a night for a ten dollar room. The better rooms rent for as much as \$400 a week. This takes a big

hunk out of the vacation budgets of most people.

Hotel patrons expect many services, so that, during the season, the hotel needs a large labor force. In the off season, the number of maids, cooks, and waitresses, bell hops and desk clerks can be diminished considerably. This seasonal labor force is bad for the area economy. If it is local labor, there are unemployment problems the rest of the year, as farming and fishing are also summer occupations. If it is imported labor, the economic impact of the tourist is diminished. Motels solve most of these problems by not providing these services. A motel can usually be handled by a family during the winter, with two or three additional employees during the summer. Despite these problems, some hotel and motel accommodations are, of course, necessary. The first time visitors will not be attracted without them, and the two week vacationer depends on them. Cottages do not meet their needs. Through traffic, and convention business also requires high quality motel accommodations. Motels should be centrally located, at points of easy access, rather than off the beaten path, where the summer cottages are.

The third housing type is that provided by the vacationer. This includes both tents and mobile homes. Mobile homes, an increasingly popular form of living unit, tend to be semi-permanent or permanent. There is no great movement of trailers on the road due to their lack of roadability. The semi-permanent trailer camp requires sites with easily connected utilities, some community recreation facilities, and good trash control. It will provide an asset to the community similiat to

permanent cottages. They can also be very attractive if the grounds are well tended. Permanent trailer camps are becoming increasingly popular as housing for the aged. They are easy to live in, provide privacy, community activity, and often produce magnificent small gardens, tended by retired individuals with devotion.

Tent camping is one of the fastest growing vacation activities in the country. The Maryland Department of Forests and Parks experienced an increase in the demand for camping spaces between 1954 and 1965 of 1000%.¹⁵ Camping facilities are easy to carry in a car, especially in a station wagon or minibus, and camping has long since ceased to be roughing it. Only boy scouts still sleep on the ground and start their fires by rubbing sticks. The barbeque, the propane stove, and the solar oven are all packed in the back of the car, along with the cots, air mattresses, lanterns, and two room tents. Food for the trip is all pre-mixed, and pre-packaged in cellophane. All the worst rain will do these days is interrupt your sunbath.

Camping requires well controlled and patrolled areas, with a supply of wood, water, and toilet facilities. The biggest problem is the sloppy camper. While they are not in the majority, they can create a big mess, and beer cans accumulate rapidly. As campers do not expect the best, any reasonable site within walking distance of the area they came to utilize will please them. A well isolated site, half a mile from the beach, will fill up faster than a good motel. Unfortunately, campers are not popular with the locals, as they provide little to the general coffers.

Their food and lodging is all in the car, and all they need are bread and milk. The camping fees are negligible, compared to a \$30 a day room. And the camper often comes from that class of people that can't afford motel rooms, and are undesirable on that basis. Camping is a popular form of vacationing among Negroes, who still can't be sure of finding a motel room.

This is the variety of accommodations that Delmarva should attempt to provide for the vacationer who requires overnight accommodations, either for the night or for the season. For the day tripper; open space, public beaches, public launching and docking facilities, good rentable boats and fishing supplies, amusements along the boardwalk, and friendly natives will suffice to keep him returning. The problem of weekenders, creating undue strain on accommodations, can best be cured with preferential rates.

Public open space also comes in a variety of sizes and shapes, to meet a variety of needs. The Maryland Department of Forests and Parks describe five different types of state park development, including:

1. Intensive Development Areas - easily accessible to population centers and usable for day use activities such as picnicking and field games.
2. Outdoor Recreation Areas - areas with facilities for day, weekend, and vacation activities, including camping, fishing, hiking, and water sports.
3. Natural Environment Areas - undisturbed natural settings for hiking, nature study, and horseback riding.

4. Historic and Cultural Sites - significant preserved and restored sites, to be used only for sightseeing.
5. Scenic Areas - areas of outstanding natural beauty specifically for preservation. Sightseeing is a major activity.¹⁶

Other than these, there are non-State Park type open space uses. The local playground is necessary even in summer cottage development, and small local parks are also necessary in residential areas. The wildlife refuge is a more prominent aspect of the Delmarvan open space situation. The wildlife refuge usually consists of an area of high water table, undevelopable as real estate without first filling, that is necessary as a fish spawning area, wildfowl resting place, and wild animal habitat.

The Delmarva Peninsula has an abundance of available sites for public open space. To meet the needs of the vacationer, scenic areas, outdoor recreation areas, and historic sites are all essential. To meet the needs of the day tripper, intensive development areas, closer to the cities are more desirable. The conservationist, of course, will pressure for the wildlife refuge, as well as the preserved natural areas. The amount of area devoted to each type of open space, as well as the site locations, should depend on the number of campers, weekend fishermen, and day picnickers to be provided for.

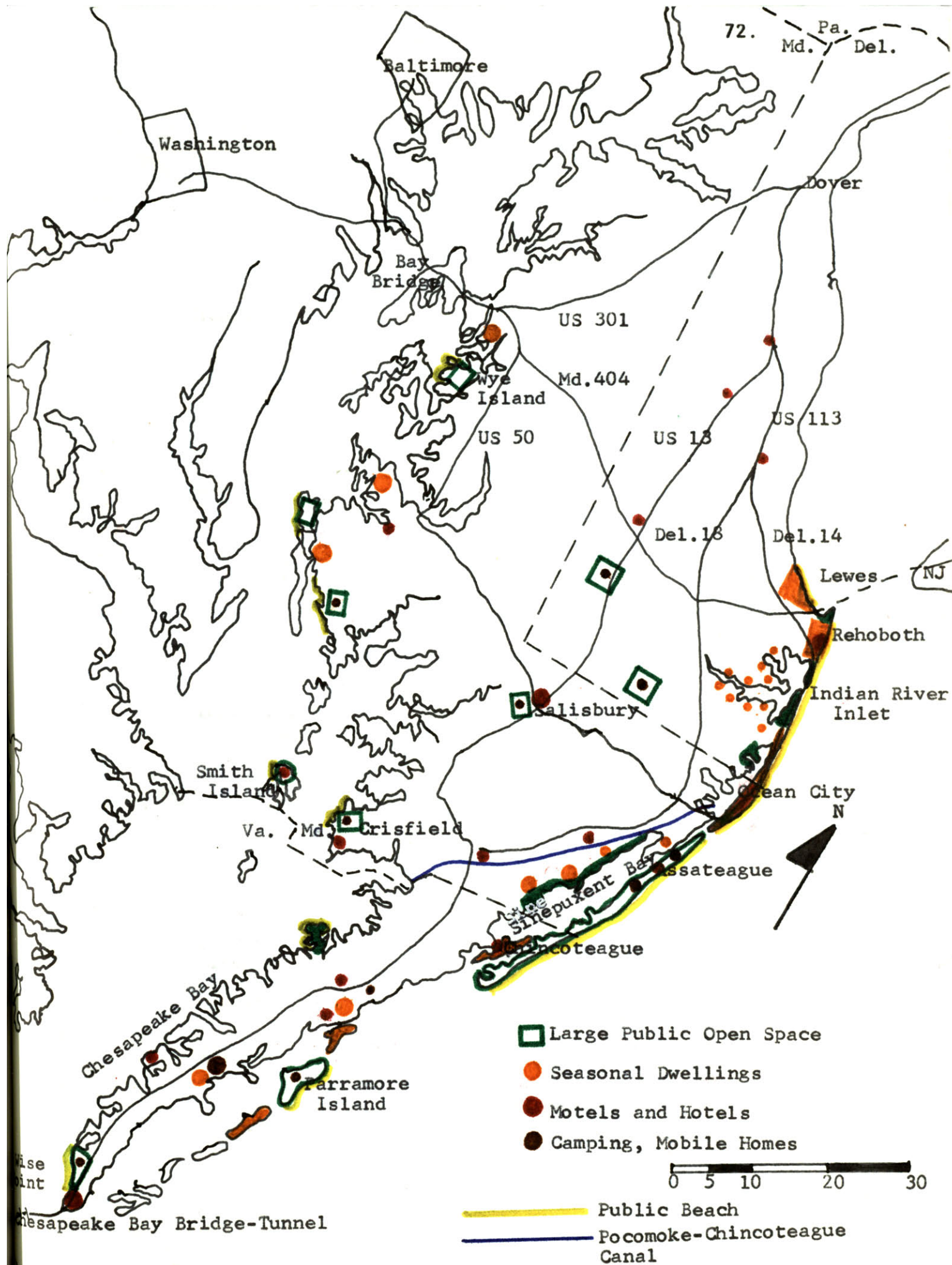
The most important open space is the beach, and its protection is a major problem. According to law, the beach is all public, between the high and low water mark, regardless of ownership of the frontage. Public beach without public access is a legal state only, and

necessary to insure the availability to the public of the large stretches of sandy beach that are Delmarva's greatest asset as a resort area. Most of the Delaware beach is already in public ownership, but the remaining area is rapidly developing with private, waterfront lots, making public access unlikely. The Maryland ocean beaches are all accessible to the public, but those along the bay are not, nor are those along the Sinepuxent Bay, in general. It would not be very difficult to achieve these rights. The sagacity of such a move is questionable, however. If activity is concentrated in a few centers, lifeguard control, proper rest facilities, bath facilities, and maintenance becomes economically feasible. The tradeoff is between crowded beaches and underprotected, undermaintained beaches.

Another cost-benefit problem is road construction. It is fairly easy to justify the construction of roads on the basis of average daily usage, but tourist highways have large seasonal peaks, and large daily peaks within the season. It is extravagant to build roads for the July Fourth Weekend, and the level of service demanded by the tourist is too high to be met by local funds. For this reason, New Jersey has provided toll facilities to its shore resorts. The Atlantic City Expressway from Philadelphia and the Garden State Parkway from New York both pay for themselves on the basis of weekend traffic, during the summer, and are fairly deserted during the winter. Delmarva has fair to poor access to its resorts today. There is a need for a fast, direct route from the Bay Bridge to the ocean, more improvement in north-south movement, and minor improvements elsewhere, to encourage

growth of the vacation facilities. Fortunately, most of these improvements can be justified on the basis of local needs, and the vacationer provides only added incentive. The decision must be made, however, to provide sufficient road facilities to meet the needs of the vacationers to be served, if any successful development of the other resources of the peninsula is to be realized.

With this series of alternatives, and the goals of the plan in mind, a land use and circulation plan for the peninsula, as a vacation and recreation area, has been developed. The other uses to which land on the peninsula can be put are not considered in detail; it is assumed that Kent County will become an industrial and residential satellite of Baltimore with the construction of the Northern Crossing. Any further industry would tend to locate inland, close to the highways, and not interfere with the development of the Atlantic and Bay coasts. The criteria on which decisions were based are many and varied, from economics to aesthetics. Political feasibility was important, in keeping with the goal of preserving state sovereignty, by not imposing federal decisions as to location, size, and operation of facilities. The problem will be to convince the states of their responsibility, and I feel that federal financial encouragement will help accomplish that. The proposed arrangement of facilities, as seen on the maps (p. 72 & 78), is intended to give an idea of the possible uses to which the land could be put. It is not a final plan. Far more important than the arrangement of facilities is the purpose it is intended to fulfill, and the means by which it attempts to fulfill this purpose.



VACATION LAND USE PROPOSALS

Housing has been located in a variety of places, with the full range of housing types and economic values represented. To emphasize any one vacation housing type would be a mistake, as each type serves a different need, as needs would go unfulfilled. To concentrate any one housing type would also be detrimental, as certain areas would be harder hit by seasonal fluctuations than others, and traffic problems would be intensified. The specific locations suggested in the plan are based on the multitude of political, economic, and physical factors covered previously.

Most of the camping and trailer facilities are located in Maryland and Virginia. Politics motivated this, in part, as did the large number of desirable sites. The sites on Assateague are already planned, those on the bay shore are there to meet the needs of the hunter and fisherman. The sites in Accomack County are expected to meet the demand of the traveling camper. They are close to the highway and the ocean. It's a good place to stop on a two day trip down the coast. There are some permanent trailer sites in Northampton County, as it seems an ideal site for retiring Norfolk residents, with a good climate, low cost of living, and plenty to do. The mobile home sites in Salisbury could meet similiar needs.

For largely economic reasons, hotels and motels are concentrated in centers, the largest of which is, of course, Ocean City. From these well advertised spots, the first time visitor can get a taste of Delmarvan hospitality, see all the tourist attractions, and enjoy all the life a center like Ocean City can generate. Ocean City will

also remain the center of day visitor activity, although Assateague will relieve a lot of that pressure. The society of Rehoboth will continue to attract the wealthier vacationer, and the quiet charm of Chincoteague will supply rest for the weary. Virginia's liquor laws will prevent Chincoteague from ever being raucous. The motels dotting Route 13 already exist, to serve the through traveler. A community of them is also developing at the Bridge-Tunnel entrance. The motel facilities on the Chesapeake, in both Maryland and Virginia, should be water oriented, with such extras as a marina, a swimming pool or protected beach, and a good seafood restaurant attached. The development of Smith Island should be of this type as well. Of the two "quaint" islands, I chose to develop Smith, as the less populated, less crowded island with room for a motel center that would not interfere with existing land use. I suggest that it be surrounded by public open space, to act as a buffer area, and keep the day visitors away from the towns as much as possible as well. A tastefully designed "inn", oriented about the sea, would be the sort of facility invisioned. The three villages of the island could then divide the exploring tourists, and never have to put up with too many of them for too long. In all probability, within five years, they five years, they would be attracted to the tourist trade and a seafaring Williamsburg could be created. The motels along the Pocomoke are boat oriented, in coordination with the Pocomoke-Chincoteague Canal. The yacht traveler will appreciate a place where he can tie up for the night,

and either sleep on board or use the motel's facilities.

Residential development has been spread all around the peninsula, to meet the needs of vacationers for all types of residential development. The Delaware proposal for the Indian River Bay has been incorporated, as has the offshore island proposal of Virginia. It is hoped that the centers along the Indian River can provide lower cost residential development, with quality homes. This is far enough inland to lower construction costs, and land costs. The place where the most carefully controlled residential development is necessary is in Maryland. Assateague is going to encourage many summer residents, and they'll all settle across the bay. As the mainland shore is visible from Assateague, I feel it is important to line the mainland shore with a protective camouflage of open space, to hide the view of the development from Assateague. Centers of residential development would be desirable to a strip, and these, too, could be of a variety of prices. Access to the bay could be provided by a channel dug inland. The large amount of residential development along the Chesapeake assumes a solution to the jellyfish problem. This would rapidly enhance the desirability of waterfront property. Here, I favor dispersing the seasonal dwellings, so that the year round services along the bay can function for the summer as well. The biggest seasonal industry would be marinas, profitable endeavors with low capital investment.

The camping facilities proposed are all in conjunction with public open space. This is not necessary, as some private camp grounds already exist on the peninsula. I

feel this is desirable, however, to insure the low cost of camping as a vacation alternative, for the low income vacationers. This would best be implemented by state action, but could be carried out by the counties, and federal funds are available. In Virginia, county action would probably be quicker, while in Maryland I would recommend state action. The camping on Assateague, of course, will be federally controlled.

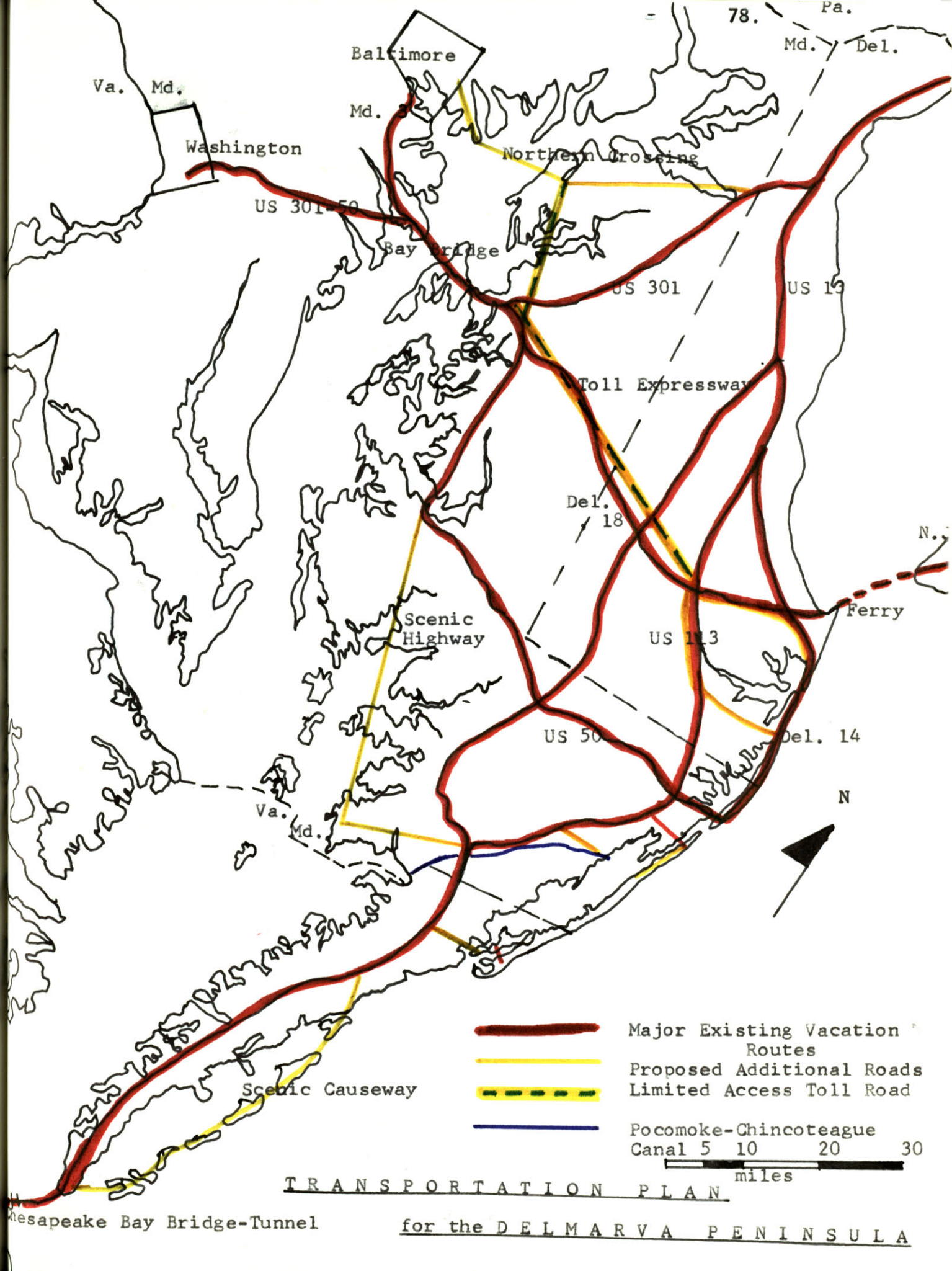
Implementation of the other suggestions, summer homes and motels, can be accomplished by zoning. In all three states, county zoning enabling acts have been passed, but only the Maryland counties of Delmarva have used it effectively. Then it was used to discourage rather than accommodate tourists. Area pressures to accomplish county zoning ordinances will be necessary. This could be an effort of the Delmarva Advisory Council. Once these zoning ordinances are written, the state economic development offices and the chambers of commerce will have to step in and encourage local real estate development. Attempts to create locally owned motel facilities are worth the effort; the profits from the Holiday Inn at Cape Charles do little for the Eastern Shore economy.

The open space proposals were largely a collection of state planning agency proposals, as this problem seems to have been studied far more carefully than private development. The large open space areas on the bay shore are an attempt to encourage the day tripper to avoid the trip across the peninsula, thereby better utilizing his time and the state's roads. If swimming is available, even in pools, these sites are ideal

intensive development areas. They would also meet the demands for public beach on the bay shore when the jellyfish problem is corrected. I have chosen to limit the public beach to only those areas that can be economically controlled, the public open space and the motel center areas. This enhances the value of the residential development areas, and, on a peninsula with 8,000 miles of shoreline, I feel the luxury of private waterfront lots is not too extravagant. This will, of course, appeal to the local taxpayer, who will not have to maintain large public beaches, and will benefit from the tax contribution the expensive summer development and its tax contribution. The only group that will be hurt is the people who want cheap, secluded swimming spots. They will be forced to hike beyond the developed areas of Assateague, or row out to the undeveloped Virginia islands, and probably enjoy their seclusion more for their effort.

These open space proposals, as they are designed to serve non-local users, should be financed with non-local funds. State action is most desirable, as state parks are generally high development areas, can be financed with federal funds, and will provide local benefit without local capital outlay. As all three states have active park departments, the impetus should not be hard to create. This is another suitable function of the Delmarva Advisory Council, who could actively seek federal funds, and coordinate efforts.

I have proposed only one major highway, and only minor other changes. The thoroughfare should be a limited



Chesapeake Bay Bridge-Tunnel

TRANSPORTATION PLAN

for the DELMARVA PENINSULA

access toll highway, running straight from the seashore to the Bay Bridge, with a branch to the northern crossing I am assuming by 1975. The road would not be entirely seasonal, as there is presently some traffic from Delaware west, and the poultry shipments from Seaford and vicinity would also benefit. It would cut about a half hour off the present trip from the Western Shore to the sea. It would also encourage use of the Cape May-Lewes Ferry, and may attract through traffic to New York. The other improvements include a scenic route to Crisfield, the circumferential around the Indian River Bay, access roads for the residential development along the mainland shore of the Sinepuxent Bay, improved access for Chincoteague, and even the causeway through the ocean from Accomack to Kiptopeke.

I feel the tollway is necessary, as the public has come to expect that standard of driving comfort on a long journey, and would be willing to pay for it. Lack of direct access express routes, as presently exist for Atlantic City, Cape Cod, and even Hampton Beach, New Hampshire, would inhibit the growth of Delmarva too well. As the cross-peninsular ride is completely lacking in scenery, any speed would be welcome. I feel the scenic routes, between Route 50, Crisfield, and Route 13, would provide an attractive alternate, providing tourists with comfortable, enjoyable rides through the land and sea; the ocean causeway would also serve this purpose. Scenic highways can be developed with federal funds, and should therefore be easier to promote to state highway departments. The toughest task will be the promotion of a toll facility through Delaware to Maryland. It would be easy to pressure the

facility into the Interstate Highway program, since there is presently no Interstate money on the Eastern Shore. However, I think it would be desirable to unite the recreation and resort interests behind the construction of a toll facility, thereby committing themselves to provide the facilities at the end of it.

The other nasty problem that the peninsula must soon face is billboard control. Already, Routes 13 and 50 are lined with them, and with increased traffic, the other major routes will also discover them springing up. Effective billboard control ordinances will have to be passed by the Delmarva counties, or the scenic value of the roads will become negative, while the accident rate becomes positive. The excitement seekers who would be attracted by billboard entucements should find enough honky tonk in Ocean City.

I feel the proposed Pocomoke-Chincoteague Canal is highly favorable, and the engineering problems should be solved as soon as possible. Such a short cut would generate pleasure boat traffic, and provide the peninsula with a unique attraction. The state of Maryland should take an active role in the construction.

The final proposal, for a series of marinas, is obvious. This is a facility that Delmarva, the fisherman's paradise, is sorely lacking. As a boating enthusiast becomes commoner, Delmarva should take an active role in providing a haven for him. It has also suggested that Delmarva would be a likely location for pleasure boat construction. This is an off season industry, and would benefit from the location and the skilled boatmen in the labor force.

The promotion of the peninsula must be carefully

planned and coordinated to achieve the desired results. A real effort to encourage travel agents will get the one time visitor, but if the efforts are concentrated in nearby cities, return visits are more likely. Travel writers are also worth cultivating, especially nearby. Once real estate developers have been convinced to build, they will sell the homes. The best promotion of all is last year's vacationer, and the most worthwhile effort is to see that he goes home happy and ready to return.

These combinations of land use seem to me compatible with existing uses, with each other, and with the conservationist's efforts. None of the Delaware wetlands are filled in, nor are the marshes of the Virginia coast disturbed. The racial problem has been faced, and solved without friction. The large amount of campground will provide ample room for the Negroes of Baltimore and Washington, without aggravating the local prejudices. However, these proposals are not as important as the principles behind them. An attempt has been made to optimize, providing the most, of the most needed, while destroying the least. Neglecting campsites would be discriminatory, neglecting motels would be suicide, and covering the area with residential development would destroy it. The proposed expansion allows for about a 300% increase, well within the measured demand, but about the maximum the peninsula could stand.

About one year ago, the Delmarva Advisory Council was formed, a three state cooperative effort to coordinate planning, with the hope of obtaining federal funds. It has financed a study which proposes a work program for the

Council, but has yet to fund the program or hire any research staff. The work program calls for the entire range of planning studies, from an Economic Base study to a Landscape Analysis. The agency will serve as a coordinator for public plans for development, and enhance the feasibility of regional planning considerably.

Having met the needs of Megalopolis for recreation, provided the sun and fresh air, what has Delmarva gained? The state of Virginia estimates an expenditure of \$20 a day per tourist. These dollars are basic income, money earned elsewhere and spent on the peninsula, keeping the economy growing. Those residents that are employed in the tourist related occupation will feel the benefit directly, but even the chicken feed supplier will eventually benefit. The outflow of population will be stopped, as many peninsula residents can, for the first time, own their own businesses, and jobs are created. The Small Business Administration stands ready to back the development of tourism on the peninsula, so that even capital should be forthcoming.

Delmarva also has something to lose. Its identity is in danger. Becoming a part of Megalopolis has its drawbacks. Children will start thinking in terms of money instead of tradition, and become too worldly. It is one of the last areas of true isolationism in the country, comparable to Appalachia in many ways, and such a social loss is not that unimportant. The preservation of Tangier Island as an anthropologist's dream is, I feel, worth the effort of restricting tourists to Smith Island. But if Smith Island loses its charm, where will the tourists go next?

Letting tourists overrun the peninsula is a rather harsh way of introducing the outside world to Delmarvans, but steel mills in Kent County and the Air Force in Dover are also pretty harsh. I think the rest of the peninsula will be better off, without the pollution of steel mills. In any case, the way of life of Delmarva, on a scale with the needs of the metropolitan masses, doesn't carry enough weight to shift the scales. The need of the masses is so great that the peninsula will develop in spite of the residents. That is why it is so necessary to act quickly to control and encourage the development to best preserve the peninsula. I feel this thesis illustrates that need.

FOOTNOTES:

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11. Maryland State Planning Department, Outdoor-Recreation Plan, 1966, p. 13.
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